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DEVELOPMENT OF THE SOCIAL CONCEPT OF PUBLIC ADMINISTRATION IN THE CONTEXT OF PROVIDING A SECURITY SYSTEM

A systematic analysis of the evolution of the social concept of public administration as a theoretical and practical paradigm of modern statehood has been carried out. It is shown that the social dimension of management forms the principles of justice, inclusiveness and orientation of state policy towards the person. The connection between the transformation of management paradigms and the social challenges of post-industrial society is revealed. A heat map of the development of social elements of public administration is constructed according to institutional, communication, legal and value criteria. Directions for further humanization of public administration in Ukraine are formulated.

***Key words:** public administration, social concept, state policy, social state, civil society, social development, economic security, social security, inclusiveness, consumer prices, educational sphere.*

“Society is a vault of stones that would collapse if one did not support the other.” Seneca

Problem setting. Continuing Seneca’s words, we can add that society, like a set of stones, would collapse if it did not develop towards the creation of the state as its institution, which should be relied on first and foremost.

Public administration in the 21st century is increasingly perceived not only as a technical process of administration, but as a social phenomenon aimed at harmonizing the interests of the state, society and the individual. Modern trends of democratization, digitalization and globalization strengthen the social component of administrative processes, making the priority not so much the efficiency of state institutions as their ability to ensure social justice, equality and involvement of citizens in policymaking [6].

In this context, the social concept of public administration is a response to the crisis of technocratic models that considered the citizen as a passive recipient of services. Its essence lies in the affirmation of the principle of “human-centrism”, that is, shifting the emphasis from process management to management for and with the individual. In Ukraine, the development of this concept is taking place in conditions of complex socio-economic transformations, military challenges and European integration processes, which require a rethinking of the interaction of the state and society on the new principles of social partnership.

Recent research and publications analysis. The issue of guaranteeing and supporting social security has been studied by domestic and foreign scientists David H. R., Denhardt, R.B., Denhardt, J.V., Janet V., Ingraham, P.W., Kaboolian L., Kaufman H., McCabe B., Janet V., Schubert G., Stivers C., Terry L.D., and others [1; 2; 3; 4; 5; 7; 8; 9]. At the same time, there is a need to detail the prospects for the development of the state as a social institution and social security in Ukraine, taking into account the requirements of the time and society.

Paper objective. The purpose of the article is to determine the directions of development of the social concept of public administration in Ukraine.

Paper main body. The theoretical basis of the social concept is the works of G. Habermas, A. Etzioni, B. McCabe, V. Janet, G. Schubert, L.D. Terry, M. Weber, and others, who emphasized the relationship between public administration and social legitimacy. Weber’s

idea of “rational bureaucracy” in the 21st century evolved towards public social responsibility, where power should be accountable and open [3; 5; 7; 9].

Methodologically, the modern social concept of public administration is based on the following principles:

1. Subsidiarity (the transfer of powers to the lowest level where they can be effectively implemented).
2. Participation (the active involvement of citizens in decision-making).
3. Inclusivity (ensuring equal access for all social groups to participate in governance).
4. Resilience (the ability of social systems to withstand crises without losing functionality) [1; 2; 4].

The application of these principles forms a new paradigm of public governance, in which the state acts as a facilitator of social dialogue, rather than a monopolist of power.

Evolution of the social concept in the public administration system:

1. From administrative to social model. Classical management models (19th–20th centuries) were focused on centralization, hierarchy, and control. In the second half of the 20th century, with the development of the social state, the idea of a “welfare state” emerged, where the main task of the government is to protect the social rights of citizens.

After the 1990s, in the wake of global public sector reforms, the concept of New Public Management emerged, focusing on efficiency and effectiveness. However, its market orientation led to a weakening of the social function of the state [3]. This led to the emergence of a new paradigm — socially oriented public administration, which integrates economic rationality with social justice [6].

2. Ukrainian context. In Ukraine, the social concept of public administration began to be institutionalized after 2014, when decentralization and community development became the basic principles of reforms. Legislative changes in the fields of social protection, education, medicine, and local self-government have laid the foundation for the emergence of community-centered governance [ibid.].

However, barriers remain: uneven social participation of citizens, lack of communicative culture in government bodies, and lack of effective mechanisms for assessing the social impact of government decisions [4].

Based on the above, it can be argued that the social concept encompasses a number of interrelated components, namely:

1. Institutional component (a system of authorities that have not only an administrative, but also a social function (local government, social protection services, public participation centers)).

2. Communication component (mechanisms for interaction between authorities and citizens through consultations, open data, e-democracy).

3. Legal component (norms that ensure the implementation of social rights and participation in decision-making).

4. Value component (the dominance of the ideas of social solidarity, justice, equality of opportunities) [ibid.].

These components determine the quality of social interaction in public administration, and therefore the level of social trust in the state.

For a comprehensive assessment of the level of development of the social concept in the public administration system, a black and white heat map of social indicators is proposed, reflecting the intensity of implementation of the main components of the concept (table 1).

Table 1

Heatmap of the development of the social concept of public administration

Evaluation criterion	Development level	Intensity (0–1)	Visual scale
Institutional Integration	High	0.78	
Public participation	Average	0.63	
Communicative openness	Moderate	0.54	
Value orientation towards people	High	0.81	
Legal support	Average	0.60	
Соціальна довіра до інститутів	Low	0.48	

Source: author's development

As an explanation, we note that the more the scale is filled, the higher the level of development of a particular aspect. This scale allows us to neutrally reflect the contrast between

the strong (institutional integration, value orientation) and weaker (trust, communication) sides of social public management.

Despite progress in the theory and practice of social governance, a number of problems remain:

1. Deficit of social trust. Insufficient transparency of decision-making processes reduces citizens' willingness to cooperate with the authorities.

2. Bureaucratic inertia. Often, authorities continue to operate within the framework of command-administrative logic, which contradicts the principles of partnership.

3. Information inequality. Not all social groups have access to digital communication channels, which limits inclusiveness.

4. Lack of stable criteria for assessing the social effect of policies. This makes it difficult to monitor the real impact of reforms on the well-being of citizens [6].

5. As a result, the social concept of public governance in Ukraine has a nonlinear development dynamics, which requires a systematic strategic approach.

It is obvious that in Ukraine the modern implementation of the social concept of public administration today is significantly different from the period of more than 10 years. Currently, this process is very complicated due to the influence of external and internal factors. One of the most threatening among them is the full-scale aggression of the Russian Federation against Ukraine. In confirmation, we can cite data on the state of GDP recovery and inflation in Ukraine since the beginning of the full-scale aggression of the Russian Federation (Fig. 1, Fig. 2).

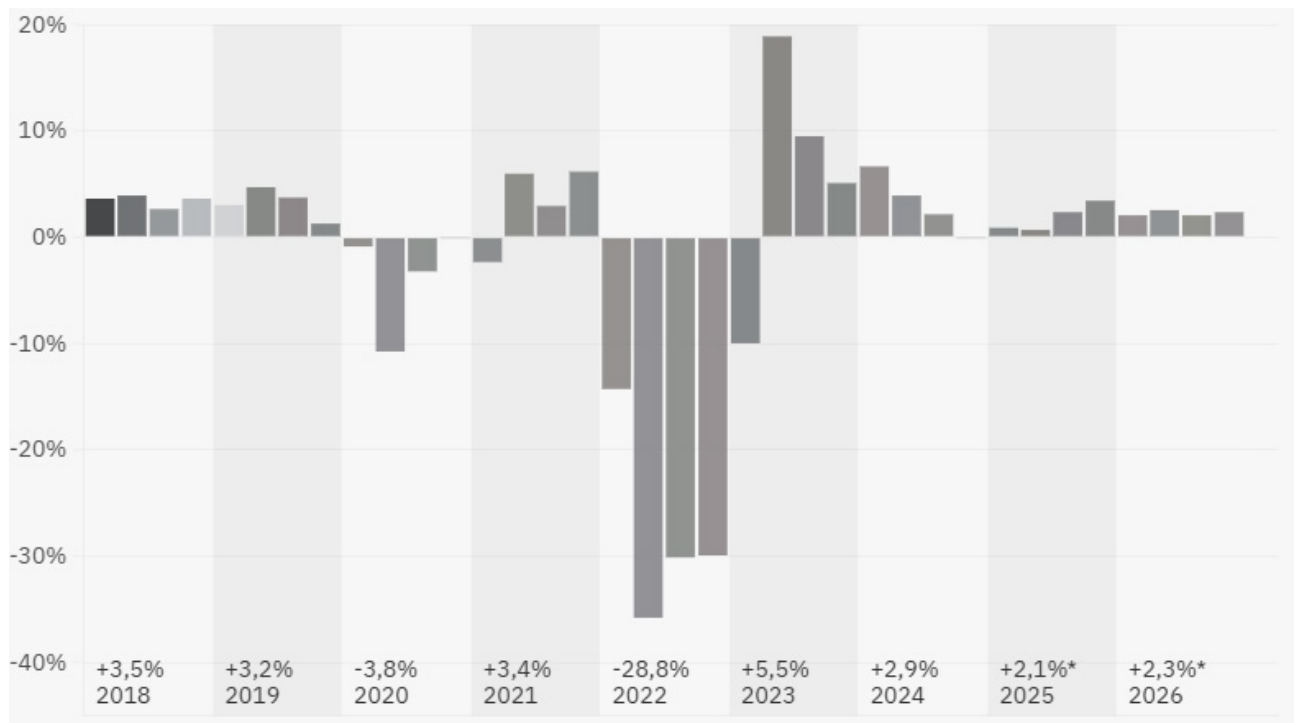


Fig. 1. Change in GDP: fact and forecast of the NBU, quarter to quarter of the previous year
Source: compiled on the basis of [10]

Fig. 1 shows that after a fall of 28.8% in 2022, the economy recovered by 5.5% in 2023 (according to revised data). According to the results of 2024, GDP growth was only 2.9% year on year — less than expected. Economic recovery is gradually slowing down. In each quarter of 2024, growth relative to 2021 was lower than in 2023, and in the fourth quarter GDP generally decreased by 0.1% compared to the fourth quarter of 2023. In the first half of the year, real GDP grew by only 0.8%, and in the second quarter - by 0.7% year-on-year [10].

Looking at GDP by end-use category, GDP growth in Q2 helped maintain robust consumer demand, supported by wage growth. However, the role of the public sector weakened due to lower government consumption and investment spending. The negative contribution of net exports to GDP growth was reduced by increased supplies to the EU before the re-imposition of trade restrictions. Among economic activities, agriculture was the most affected by GDP growth due to adverse weather conditions that delayed the harvest. Therefore, in the second half of 2025, the recovery of GDP in Ukraine will be less than the forecast and will amount to 0.7% [ibid.].

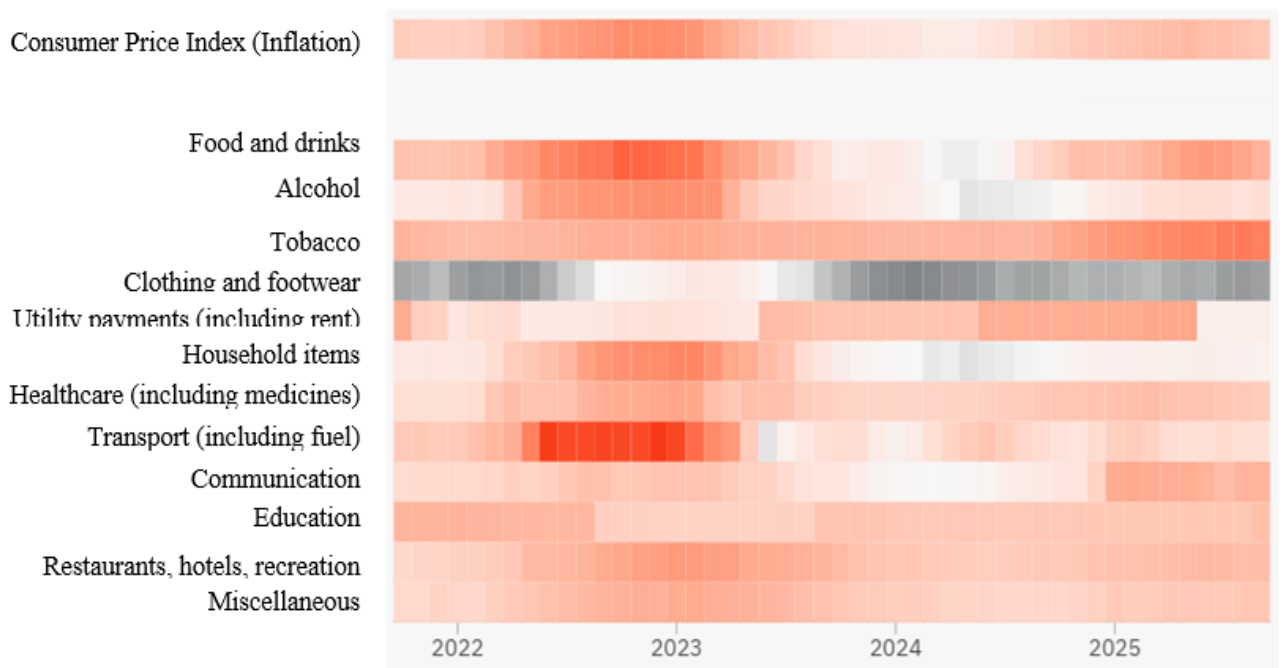


Fig. 2. Changes in inflation rates and consumer prices for goods and services by category
 Source: compiled on the basis of [10]

As for the inflation rate in Ukraine, it has entered a full-scale war with consumer inflation at the level of 10% year-on-year (Fig. 2). For example, in February 2022, prices for consumer goods and services were 10% higher than in February 2021. The Russian invasion caused a significant acceleration of inflation, the pace of which reached its peak in October 2022 - 26.6% y/y. The reasons then were the direct consequences of the war: the destruction of production, disruption of supply chains, and an increase in business production costs. Additional pressure on inflation was also created by the printing of hryvnia by the National Bank to cover the budget deficit: in 2022, the NBU printed 400 billion UAH (\$12.5 billion), with which it purchased government military bonds [ibid.].

At the end of 2022 and throughout 2023, the inflation rate was brought under control thanks to the stabilization of the economic situation, competent actions by the NBU, and the refusal to finance the budget by printing hryvnia. The slowdown in inflation was also influenced by the record harvests of 2023 [ibid.].

However, in 2024, inflation began to accelerate again: among the main reasons, the NBU cited the exhaustion of the impact of last year's significant harvests, electricity shortages and shortages of workers, and the summer drought of 2024.

In September 2025, inflation continued to decline to 11.9% y/y (in August it was 13.2%). For the first time in three months, average consumer prices increased slightly (0.3% m/m), while in July and August they decreased [ibid.].

Fruits (-11.8%) and vegetables (-10.6%), as well as eggs (-2.9%) and sugar (-1.5%) fell the most in September. At the same time, prices for education (12.4%), clothing (9.1%) and footwear (7.3%) increased - the beginning of the school year. A further decrease in inflation is expected, which will be facilitated by a tight monetary policy and better harvests. The NBU forecasts a decrease in inflation to 9.2% by the end of 2025 and the achievement of the target of 5% by the end of 2027 [ibid.]. Although inflation is declining slightly faster than expected, the NBU remains cautious and is in no hurry to ease policy due to uncertainty about future shocks. After all, unemployment is decreasing in Ukraine, but poverty is not.

In this context, the issue of systematizing, on the one hand, risks to the social sphere of Ukraine, and on the other, ways of their transformation into threats and dangers becomes relevant.

In our opinion, among the areas of improvement of the social concept of public administration, the following can be identified:

- institutionalization of social standards of management. Introduction of mandatory social indicators of the effectiveness of government activities;
- development of social partnership. Expansion of cooperation between the state, business and civil society in solving social problems;
- educational modernization of public service personnel. Formation of competencies of empathy, communication, participation;
- monitoring of the social effect of policy. Creation of a state system for assessing the social impact of management decisions;
- digitalization of social dialogue. Use of e-democracy platforms to involve citizens in decision-making in real time.

Conclusions. The development of the social concept of public administration is a natural stage in the evolution of public administration from administrative coercion to democratic interaction. The social dimension of administration is becoming a key prerequisite for the effectiveness of reforms, the stability of society and the legitimacy of state power.

In Ukraine, the formation of socially oriented administration is at the stage of institutional strengthening. The main challenges - a lack of trust, a weak communicative culture and the absence of a system of social assessment of policies - can be overcome by implementing a risk-oriented approach, increasing the role of communities and integrating the values of social justice into all levels of administration. In conclusion, the social concept of public administration is not only an ideological trend, but a necessary basis for a modern democratic state focused on people, their dignity and security.

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