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I wish the editorial staff in further objective and accurate assess the state of the national public administration.

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ANALYSIS OF THE PROFESSIONAL ACTIVITY OF THE CIVIL SERVANTS OF THE FOREIGN COUNTRIES: ASPECTS OF PERSONNEL MANAGEMENT

Abstract. In the article analysis of the professional activity of the civil service of foreign countries, including the current state of the system of personnel management in public authorities are conducted. The basic principles of the system of management staff in the public service abroad. The foreign experience of public service personnel management, recruitment features to engage in civil service and personnel management processes in public authorities is explored.

Keywords: public servant, public authority, official, public service, professional work, competence, competence, qualification, availability, qualified specialist personnel management.

АНАЛІЗ ПРОФЕСІЙНОЇ ДІЯЛЬНОСТІ ДЕРЖАВНИХ СЛУЖБОВЦІВ ЗАРУБІЖНИХ КРАЇН: АСПЕКТИ УПРАВЛІННЯ ПЕРСОНАЛОМ

Анотація. У статті проаналізовано професійну діяльність державних службовців зарубіжних країн, зокрема сучасний стан системи управління

персоналом в органах публічної влади. Розглянуто основні принципи системи управління персоналом на державній службі зарубіжних країн. Досліджено зарубіжний досвід органів управління персоналом публічною службою, особливостей відбору кадрів для заняття посад державної служби та управління кадровими процесами в органах публічної влади.

Ключові слова: державний службовець, державний орган, посадова особа, публічна служба, професійна діяльність, компетенції, компетентність, кваліфікація, готовність, компетентний фахівець, управління персоналом.

АНАЛИЗ ПРОФЕССИОНАЛЬНОЙ ДЕЯТЕЛЬНОСТИ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ ЗАРУБЕЖНЫХ СТРАН: АСПЕКТЫ УПРАВЛЕНИЯ ПЕРСОНАЛОМ

Аннотация. В статье проанализирована профессиональная деятельность государственных служащих зарубежных стран, в частности, современное состояние системы управления персоналом в органах публичной власти. Рассмотрены основные принципы системы управления персоналом на государственной службе зарубежных стран. Исследован зарубежный опыт органов управления персоналом публичной службой, особенностей отбора кадров для занятия должностей государственной службы и управления кадровыми процессами в органах публичной власти.

Ключевые слова: государственный служащий, государственный орган, должностное лицо, публичная служба, профессиональная деятельность, компетенции, компетентность, квалификация, готовность, компетентный специалист, управление персоналом.

Target setting. Basis of effective skilled activity in the different countries of the world is presented by the self-weighted politics of management by human capitals. The analysis of modern tendencies of the skilled providing of government service of foreign countries determines actuality of forming of the effective system of selection of shots as an important condition of the skilled providing. Actual for today there is a task, to work effective technology of selection on employment of positions of government service, updating of vehicle of organs of state administration, technology of creation of effective skilled reserve and his functioning for providing of the state high-

professional shots. As during the last 25 under human capitals mostly understand labour resources, shots. Skilled politics in Ukraine for today yet not to a full degree answers modern requirements and calls. On the different levels of power the program of actions is yet absent in relation to development of personnel, and a skilled process is taken to realization of control after negative displays in-process with a personnel and as a result reasons of origin of conflicts. Also the question of the detailed study of foreign experience of improvement of skilled management remains actual in the system of public service through influence on the mechanisms of selection and placing of shots, their

professional preparation, adaptation and retraining, quarry development of public servants and evaluation of their activity. A question of adaptation of foreign experience of government service is to Ukrainian realities, to our opinion, not only actual but also by a necessity. Therefore, there is a necessity to analyse the basic going near a management by skilled processes in government bodies foreign countries to our opinion.

Analysis of recent publications on issues shows that the issues of staffing experience of foreign countries covered by such scientists in their works, such as: A. Averin, V. Averyanov, A. Antonov, M. Bilinskaya, I. Vasilenko, O. Vasiliev, K. Vashchenko, N. Goncharuk, S. Dubenko, T. Zhelyuk, N. Ivanov, M. Lahizha, G. Lelikov, N. Lipovskaya, V. Malinovskiy, O. Obolenskiy V. Oluyko, O. Parkhomenko-Kutsevil, T. Pakhomova, A. Rachinsky, S. Seregin, A. Soroko, V. Tymoshchuk, A. Shkolik, et al. Unresolved before common problems, in our opinion, are developments of proposals for the selection of personnel for civil service employment positions in Ukraine, taking into account adapting foreign experience to the Ukrainian realities.

The purpose of the article is research of foreign experience in relation to the features of selection of shots for employment of positions on government service and management by skilled processes in public government of foreign countries bodies.

The statement of basic materials. The main problem of the existing state control of public service personnel is that there is a significant difference between the global challenges of mo-

dern society that need to be urgently addressed to employees, and outdated methods of working with such personnel. The basis of modern human resources management concepts make up the growing role of serving the person of his knowledge motivatsyonyh plants, their ability to shape and guide, in accordance with the tasks set for the organization. Human resource management in this situation acquires particular importance, it allows you to compile and implement a range of issues of human adaptation to environmental conditions, taking into account the personal factor in the construction of human resource management system [1].

At any level of control is almost always there is a need for personnel who are able to generate new ideas, to think about the welfare of people and countries. So, in the civil service have developed certain requirements of the personnel policy, we present some of them: 1) the selection of personnel for professional, business and moral qualities; 2) the legality in personnel work; 3) hiring of candidates to occupy positions of public service in accordance with their training and skills; 4) updating and staff development; 5) the control and accountability of staff. Key positions in the human resources management system is the development of personnel, which directly determines the development of the organization (institutions, agencies), and social and labor relations in it.

In our opinion, there are three main factors of development of staff, in particular: the hierarchical structure of the organization, where the primary means of influence — the ratio of

power – subordination, the pressure on the person by coercion. The next factor – the culture – that is, shared values, social norms, the installation behavior, which are produced in the community and regulate the actions of the individual, encourage the individual to behave a certain way without apparent coercion. The last factor – the market of labor, as a grid of equal relations of all stakeholders. It is this factor should be the key in the personnel management system of public service of Ukraine.

Analysis of the literature on the formation of public service personnel management system gives grounds to state that at the global level, there is no common system of organization of facilities, which are responsible for the public service. Different countries have different ways to organize a public service, and therefore the structure of the organization of the public service in different countries is different. In order to simplify the system information of the public service personnel of the system controls is shown in Table [2].

Personnel Management The public service	Countries	The reasons for this type of submission
Ministry of Finance	Australia, Denmark, Portugal, Finland, Ireland, Sweden, Switzerland, Cyprus	Unlike private sector employees, the work of civil servants paid from the state budget, at the expense of funds received from taxpayers
Department of the Interior	Belgium, Germany, the Netherlands, Hungary, Lithuania, Slovenia	This approach exists mainly federal states, as well as in countries with decentralized authority and wide powers of local government
Prime-Minister	Great Britain, Italy, Canada, Switzerland, Japan, the Islamic Republic of Iran, Poland, Czech Republic	Management, which involved government officials, are an instrument of the power functions of government, where control is funded by the Government Chairman
Office (ministry) for Public Service and Public Administration	Greece, Spain, Turkey, France, Bulgaria, Slovakia	In some countries the management of the public service performed by the appropriate ministry (department)
Public service management is the responsibility of more independent ministries, councils, commissions	Norway, Australia, Luxembourg, China, New Zealand, USA, Yugoslavia, Estonia, Latvia, Romania	In some countries, the Ministry, which is responsible for managing public service, enjoys a greater degree of independence, while it also includes other industries (Ministry of Sport in Australia, the Ministry of Labour and Government Administration in Norway, the Ministry of Labor, Social Solidarity and Family in Romania and so on. d.)

Thus, according to the results of public service personnel management conducted analysis gives us reason to believe that the French system is a system of public service career. In the center of the system promotion is the principle difference between the rank and type of work. Rank is almost “personal property” employee. Public servants can not be fired (if not found misconduct or low level of their work). Rank gives public servants opportunity to engage with the work, which corresponds to the level of his qualification to the appropriate rank. For the development of professionalism in the public service, predusmatrenno development of mobility among public servants. To compare items between different tasks (in different types of work), and to organize a real career growth based on the capitalization of various professional experience enriched his mobility, and constant study, you need to create a system of relationships. This is what in France is called the “grid” of qualifications and awards.

The French system is sometimes criticized for rigidity and solidity, because too much emphasis on work experience for infrequent promotions, for slight flexibility. But the reality shows that the French civil service inherent wonderful ability to adapt; and that when their careers are taken to the attention of merit and quality execution of tasks. In France, the system of bodies is constructed so that the civil service management system, performs its function each. Parliament approves the overall situation of the public service and determines the procedure for the creation of budgetary positions. The Council of State determines which jobs

fall within the scope of powers of the president and the government, which categories of officials may be assigned to other bodies. President approves the decrees of the Public Service, carries out the appointment of senior officials: Government advisers, chief consultant of the Accounting Chamber, the prefects, ambassadors, heads of academies, etc. The Prime Minister, in accordance with constitutional rules, is directly responsible for all the work the civil service. Within the framework of the constitutional powers he prepares and issues regulations, special provisions for the public service for individual ministries, coordinates the activities of ministries in the interests of public service, it is involved in the appointment of senior officials. By decision of the President and the Prime Minister holds the appointment of all managerial personnel of ministries (to department heads) [3].

Directorate-General (General Administration), the public service is the main body responsible for the management of the public service. This is a rather small control (less than 200 civil servants), the main tasks of which are the creation and support of the legal principles of public service, management salaries of civil servants, pensions, as well as development in the area of human resources management policy (a special responsibility — for Senior Civil Servants), reception, education, social dialogue, social communications. But it is a fact that the Directorate-General (General Administration), the public service does not operate by the civil servants. Departments (control) human resources ministries, local authorities and public hospitals are re-

sponsible for the daily management of its staff [4].

Directorate-General (General Administration), the public service belongs to the ministry in charge of public service. Until 2007, the Ministry of Civil Service has been closely associated with the office of the Prime Minister (in France, in accordance with the Constitution, the Prime Minister is the head of the civil service, at least the state civil service). Since 2007, the Ministry of Civil Service has become a part of the Ministry budget and public finances, taking into account the high costs of the public service of the State budget (44,4 % of the state budget is spent on public service, 6,1 % of GDP) [5].

At the regional level management of the public service performed prefects. The prefect and his subordinate prefectures service perform two functions: a representative of the central government and coordination of staff services in the region. Prefect has the right to hire employees of medium and lower level. At the level of local self-governing bodies as are municipal councils and mayors. They close the management of the public service on a national scale. In addition, the management staff of civil servants at regional and local level, capacity management in the form of public territorial institutions. These controls are combined into a national center that provides personnel management only senior. For France, are characteristic features of self-government in the activities of the public service administration, which allows for active participation of trade union activists and ordinary employees. To this end, set up a network of semi, semi-public bodies, such as the Gene-

ral Council, Regional Council, a joint management committee for the coordination of acts adopted regarding the interests of the public service of public servants, the discussion of alternative projects regarding the public service and the like.

In other countries it has about the same scheme of the public service division into a number of levels, although each country has its own specifics. In most countries, there are specialized public service authorities. Every state tries to find the most appropriate for her system of organization and functioning of the civil service, which generally will meet leading scientific views on this issue, taking into account national traditions and culture of the population.

In Germany, public service management functions are subordinate to the Federal Ministry of the Interior. The functions of the departments of the Federal Ministry of the Interior assigned general issues: the basis of public service, national and international law in the public service; financial, tariff and pravobespecheniya right, and the issue of modernization of management and organization of public administration (organization and modernization of the public administration, reduce bureaucracy, deregulation, prevention of corruption, international cooperation) [6].

Administrative Spain's system is organized on the principle of so-called career or a closed system, the main feature of which is the recruitment to the public authorities (announcement of tenders and administrative processes) to separate the position of the base layer, within which possible career in-

crease (the processes of promotion) and wage increases. The law provides for the minimum conditions of access to work in the administration of the system, in addition to depending on the level of work is taken into account educational level (Master/Specialist, Bachelor, and the like) [7].

This kind of public service system is very hierarchical and is based on a system of careers available within the official body in accordance with a degree on the level of educational attainment in the process of recruitment to the administration. However, the Spanish administrative system, which is largely based on the French system of public service, has been modified as a result of reforms, 1997–1999 in connection with the termination of the use of elements borrowed from the Anglo-Saxon system. The main changes that have been introduced, are as follows: significant changes in the human resources management system. Because of this increased capacity for a more flexible personnel policy. Earlier issues of promotion of civil servants were solved by special bodies and personnel policy in general was regulated at the level of legislation (administrative law). Moreover, any action taken by the Chairman of the units could be appealed in court. Thus, the heads of departments were deprived of real levers of influence on subordinates.

A new personnel management system provides that the heads of civil service departments (for example, heads of departments, offices) can act as a top-managers of the private sector. With them from any liability and restrictions, certain administrative law, however, they are personally re-

sponsible for personnel policy. The introduction of public service principles of private sector activity has made it possible to introduce new forms of work organization in the public service, including: fixed-term contracts, internships, temporary work contracts, etc. [8]: 1) administrations have the right to make transfers of employees and reduction in accordance with the requirements of private law; 2) introducing an innovative approach to the classification of public office, in particular, this approach makes it possible to select and appoint the staff of the individual worker to a specific position in accordance with the abilities and skills of the employee. However, quite difficult to combine such a system with a system of government, which appoints some of the key persons responsible positions without regard to skills; 3) create opportunities to enter other types of professional relationships in the administrative agencies, which differ from the classical official career, in particular the introduction of so-called positions of temporary and permanent workers; 4) changes in the system of payment of labor and Incorporation in the determination of the salary level of responsibility and professional experience and skills.

All the above mentioned features are also available today in the governance model in Spain. It can be argued that the system of state management in Spain is regarded as a kind of model that combines the features of a closed Anglo-Saxon and French open governance model.

The author analyzed the modern institutions in Latvia. It should also be noted that since 1995, the public ser-

vice institution Administration is responsible for the formation of the civil service policy. This institution was abolished at the end of 2008 as a result of staff reductions. Administration of public service functions decreased significantly in late 2002, and the administration has functioned exclusively as a controlling body. Since 2003, responsible for the civil service and personnel policy has been put in the State Chancellery and the responsibility for the policy of wages in the public sector was divided between the State Chancellery and the Ministry of Finance [9].

Functions of the State Chancellery in the civil service management: a) Development of human resources policy in the public sector, including the public service; b) development of legislation in the sphere of public service and branch of the public sector workers; c) job classification, annual performance appraisal, training of civil servants and employees at the central level; g) development of the procedure of passage of study; d) approval of the classification of jobs in central government institutions; e) approval of the provisions on competition of public servants; h) coordination of departments of human resources management of the Ministries and other bodies of the central administration; g) provide advice on employment and public service.

Management function by human capitals that is busy in a public sector, executed by Department of coordination politicians of the State office, that are accountable for the general public policy of administration. Presently there are 12 civil servants that work in this subdivision, but they carry out other duties fixed on Department [10].

In the US Office of Personnel Management polozhenno task to ensure the centralization and coordination of personnel work in the apparatus of administrative governance. The competence of the Bureau by: the appointment of employees to positions and promotions; evaluation of their work; training; rewards and punishments; development of recommendations on improvement of personnel work. Regarding the Council on the protection of merit system, it should be noted that the powers attributed to it to ensure compliance with the laws on civil service in terms of acceptance, release and service in accordance with the principles of “merit system”.

At this time, the basic principles formulated nine merit system, which legislatively regulated: 1) the recruitment of employees from all segments of society with the selection and promotion on the basis of abilities, knowledge and skills, while ensuring the implementation of competition fair and open; 2) fair and impartial attitude in the implementation of human resource management (independent of political ideas, race, color, religion, national origin, sex, marital status, age and disability), with appropriate respect for the privacy of personal life and constitutional rights; 3) the smooth operation of payment level values based on both national and local level workers pay the private sector in view of rewards and recognition flawless performance; 4) high standards of fair conduct and concern for the public interest; 5) efficient and effective use of the federal workforce; 6) preservation of professional employees, training employees who perform poorly, the dismissal of

employees who can not and do not wish to provide certain standards of work; 7) improving the work environment through effective learning and training; 8) the protection of employees from unreasonable action, personal favoritism or political coercion; 9) the protection of employees from the legal penalties for disclosure of information. The penalty can not be applied to an employee who has filed an “alarm signal” [11].

Organization of the civil service in Poland has its own characteristics. Civil service management system consists of the Head of the State Service, General Office of the Director, the Board of the State Service, the Department of Public Administration (Office of the Prime Minister) [12].

The head of the State Service — the central organ of government administration competent in matters of public service. The head of the State Service is directly subordinate to the Prime Minister, who appoints and dismisses him. The Prime Minister appoints the heads of the public service among civil servants, after hearing the Council of Civil Service position. The head of the State Service to fulfill its tasks with the assistance of the Directors-General [13].

The duties of the Head of the State Service includes: 1) ensuring compliance with legislation on public service; 2) Department of Civil Service personnel management process 3) collection of civil service personnel data; 4) preparation of draft regulations relating to the civil service; 5) the control and supervision over the use of resources; 6) planning, organization and control of the process of training of civil ser-

vants; 7) disseminate information on public service; 8) providing conditions for the dissemination of information on vacancies; 9) provision of international cooperation on matters relating to the civil service; 10) the establishment and implementation of the project of human resource management strategies of public service; 11) establishment of human resource management standards in the public service and the basic principles concerning the observance of the civil service law and the ethical principles of public service [14].

General Director there in the office of the Prime Minister, in the Minister’s office, in the office of chairman of the committee, which is part of the Council of Ministers, in the office of the central body of the government administration in the province. The Director-General reports directly to the head office. The Director-General carries out the actions provided for in labor legislation with respect to those who work in the office, and implements human resource management policies. It provides operation and heredity in office work, the conditions of its functioning, as well as the organization of work. The Council of State Service consists of 15 members and is an advisory body to the Prime-Minister. The Council shall decide the following issues: 1) the development of civil service, which are given by the Prime Minister, the Head of the State Service, or on its own initiative; 2) the public service project of the human resources management strategy; 3) a draft law on the budget and the annual implementation of the budget in respect of the public service; 4) the issue of increasing expenditure from the state budget for the public service;

5) draft regulations on the procedure of the civil service; 6) training program for civil servants; 7) professional ethics Civil Service; 8) proposals for candidates for the post of the Head of the State Service in accordance with the requirements established by current legislation; 9) draft code of rules and regulations that govern the activities of the Commission on matters of discipline in the public service; and) reports of the Head of the State Service [15].

Department of Public Administration (Office of the Prime Minister) performs tasks that are the responsibility of the Head of the State Service. We offer to analyze the organization of the civil service in China in detail, because there is traditionally recognized as the sole criterion of truth – “the effectiveness of your actions in the struggle for power and resources [16].

The basic document in the civil service in China is the “Provisional Regulations on civil servants”, the introduction of the State Council Decree number 125 of August 14, 1993. In November of the same year, the State Council promulgated the Directive № 78 “On the rules of civil servants system input”. Based on government regulations relevant decisions were also taken of the organizational department of the Central Committee of the CPC (the introduction of the system gosudartvenyh employees in party organs and apparatuses NPKRK) and the Ministry of Personnel of China.

Ministry of Personnel of China is a structural subdivision of the State Council of China and is responsible for personnel policy and implementat-syyu reform of the personnel system in the country. The main functions of the

Ministry are: 1) provide general management professional and technical personnel in the country; 2) promote the development of professional and technical personnel, civil servants and managerial personnel in enterprises [17].

Ministry of Personnel of China consists of the following functional units: General Administration; Policy and Legislation Department; Department of Planning and Finance; Department management professional and technical personnel; Department of Development and rotation; Department of compensations, incentives and exemptions; Department of demobilization and staffing officers; Department of international exchanges and cooperation. Ministry of Personnel of China is responsible for the implementation of human resources management reform and human resource development in the country. The Department includes the study of the function and development of training plans and programs for the reform of the personnel system in the governmental and administrative bodies, public institutions and public enterprises; policy development, legislative framework and personnel management rules, monitor their implementation; forecasting, planning, development, education, distribution, and management of human resources [18].

Ministry of Personnel of China is responsible for the development and implementation of plans legalized in personnel management system; drafting laws, rules and regulations in the field of personnel management; monitoring and inspection of the implementation of legislation and regulations in the area of personnel policy; overall coordination of the functioning of the legal

system of staffing. In the area of human resources planning of Ministry of Personnel of China is responsible for the development of national programs at the macro level with respect to structural adjustment and the distribution of compensation for workers who work in government administrative bodies and public institutions; for the preparation of plans for the rotation of personnel for governmental administrative agencies and public institutions; overall control of the full payment of compensation to employees of state bodies and public institutions; implementation of statistical work and analysis with respect to staffing and compensation payments to employees of state bodies and public institutions [19].

Ministry of Personnel of China is responsible for the management of professional and technical personnel in the country. In the sphere of competence of the Ministry include the planning and preparation of highly qualified personnel; the selection and the further promotion of the most promising professionals young and middle-aged; determination among them those who will receive specialized assistance to the government; management quality improvement in higher academic education; employment of staff who returned to the country after completing their studies abroad; vocational retraining staff. The Ministry is exploring and developing a regulatory framework concerning the employment of persons from the professional and technical staff of the Chinese in institutions abroad. The Ministry is also considering the issue of improving the training system for vocational and technical staffing; improving the sys-

tem of examinations and assessments of qualification training professional and technical personnel, the overall coordination of the system qualification standards of different categories of professional and technical staff of the [20].

Ministry of Personnel of China is also developing a shared vision of reforming the personnel system of public institutions; the formation of policy and the creation of a regulatory framework in the field of recruitment, performance evaluation, appointment and move through the position, release, training, awards, retirement, disciplinary and incentives with respect to vocational and technical staff of government agencies, employees and managers of public institutions. The Ministry is also developing a system of standards for the leadership of the government administration and public organizations, as well as organize implementation of these standards.

Ministry of Personnel of China is the body that is responsible for planning and prognosis of human resources development, focusing on the more talented personnel. The Ministry is also involved in the process of reforming the system of employment of graduates of higher educational institutions and the transfer of this process to market principles.

Ministry of Personnel of China is responsible for the coordination and the aspiration of the international exchange and cooperation in the sector of personnel and human resource development. The Ministry is responsible for the implementation of international projects in the field of human resource management, and selection of co-operation and the direction of Chinese personnel in

international organizations. The Ministry coordinates and arranges overseas training of civil servants, professional and technical personnel abroad. The Ministry is the national focal point for issues of human rights in cooperation with international organizations and multilateral co-operation [21].

Conclusions. Thus, the following can be concluded that the study of foreign experience, allows you to use some progressive elements for the development of public service in Ukraine. Further implementation of the best ideas of international experience is an important part of the formation of a professional, devoted to his corps of civil servants in Ukraine. As the international experience, the establishment of public administration their own individual operating structures that perform the functions of personnel issues, improves the efficiency of the pre-selection for the class of civil service positions and the personnel management system in the public service as a whole.

On the basis of the conclusions we can draw conclusions that Ukraine needs a new approach to the organization of public service, the selection of civil servants, increasing their level of security. For Ukraine, the change in the human approach to work in the public sector is a prerequisite for the effectiveness of the administrative reform. This means restructuring the principles of personnel policy, vocational qualifications and standards formed relationships in the public service in accordance with the real-life orientations of civil servants. At the same time, this process has two aspects: on the one hand, the need to set high standards for those who wish to take up the post of

civil servant, and from the other — the appropriate level of material, financial and logistical support. This two-sidedness of this process will lead to a successful reform in Ukraine.

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THE STATE AWARDS OF UKRAINE: DIPLOMATIC DIMENSION (THE NATURE AND CONTENT, MAIN CATEGORIES, CONCEPTS, METHODOLOGY AND PRINCIPLES OF REWARD SYSTEM)

Abstract. The article deals with the consideration and analysis of the nature, content of the system of awards as an important component of diplomatic activity that contributes to the solving of important problems of foreign policy. Special attention is given to the historical retrospective of the formation of reward system that allows, in some way, to understand the ways of development of state and society, their interaction and mutual influence, more systematic grasp complex processes that occurred during the historical development.

Keywords: system of awards, diplomatic dimension, political culture, system of departmental awards.

ДЕРЖАВНІ НАГОРОДИ УКРАЇНИ: ДИПЛОМАТИЧНИЙ ВИМІР (СУТНІСТЬ І ЗМІСТ, ОСНОВНІ КАТЕГОРІЇ, ПОНЯТТЯ, МЕТОДОЛОГІЯ ТА ПРИНЦИПИ НАГОРОДНОЇ СИСТЕМИ)

Анотація. У статті розглядається та аналізується сутність, зміст нагородної системи як важливої складової дипломатичної діяльності, що сприяє вирішенню важливих завдань зовнішньої політики держави. Особливої уваги надається історичній ретроспективі формування нагородної системи, що дає можливість певним чином зрозуміти шляхи розвитку держави і суспільства, їх взаємодію і взаємовплив, системніше осягнути складні процеси, що відбувалися протягом історичного поступу.

Ключові слова: нагородна система, дипломатичний вимір, політична культура суспільства, система відомчих нагород.

ГОСУДАРСТВЕННЫЕ НАГРАДЫ УКРАИНЫ: ДИПЛОМАТИЧЕСКОЕ ИЗМЕРЕНИЕ (СУЩНОСТЬ И СОДЕРЖАНИЕ, ОСНОВНЫЕ КАТЕГОРИИ, ПОНЯТИЕ, МЕТОДОЛОГИЯ И ПРИНЦИПЫ НАГРАДНОЙ СИСТЕМЫ)

Аннотация. В статье рассматривается и анализируется сущность, содержание наградной системы как важной составляющей дипломатической деятельности, что способствует решению важных задач внешней политики государства. Отдельное внимание уделено исторической ретроспективе формирования наградной системы, позволяющей, определенным образом, понять пути развития государства и общества, их взаимодействие и взаимовлияние, системно понять сложные процессы, которые происходили в течение исторического развития.

Ключевые слова: наградная система, дипломатическое измерение, политическая культура общества, система ведомственных наград.

Target setting. Reward system with its diversity is one of the essential attributes of statehood, about which clearly shows the history of human civilization. About this rightly said a famous Russian explorer of the history of award of Southeast Asia A. M. Rozanov: "Effective functioning system of awards is an integral component of the modern state, that successfully developed" [1, P.19].

However, despite on the constant and sufficiently systematic work in this direction, and the development of ap-

propriate detailed proposals, especially important is the question of historical retrospective of award system, in its various forms, covering the entire spectrum of human activity – military, civilian merit, etc.

Analysis of recent research and publications. Systematization of the key aspects of reward system, as an important component of diplomatic activity, reflected in the works: A. Rozanov [1] A. Diomin [2], B. Burkova [3] D. Tabachnik [4] J. Galic [5] and other domestic and foreign researchers.

The purpose of the article. The purpose of the study is to examine the award system as an important component of diplomatic activity that contributes to the solving of the important problems of foreign policy.

The statement of basic materials. The famous philosopher A. L. Diomin who studied the impact of award systems on the political culture of the society mentioned on this occasion: "State attributes by which the state is assessed and impressed include the parliament, the armed forces, the emblem, the flag, the anthem and also the award system" [2, P. 12].

The value of honors to the society is reflected even in ancient legends. For example, according to the ancient Greeks' legend, it was believed that Hercules received a wild olive wreath for the win in the Olympic Games.

Ancient Rome created sufficiently detailed award system accordingly explained primarily by its statehood with all its attributes (including state rewards), which later became an integral part of human civilization.

Formerly the awards in all ancient states were mostly in the form of diverse material values, with few exceptions, in particular, the above-mentioned Olympic medals. For the first time in the human development history the awards in Rome had the form that reached our time. At that time the main form of incentives was not material but primarily moral bonus manifested as the major principle for all award systems in various historical periods and world regions.

As early as the days of the Republic in ancient Rome, alongside with the usual forms of incentives for the troops

(monetary payments, trophies, valuable gifts and honorary weapon) a specific type of rewarding for military services was introduced — the so-called *dona militaria*. In the history of civilization it became the first state award in its modern sense, when the priority is given exactly to moral incentives.

At that it is important to emphasize that a self-sufficient award system originates from ancient Rome. *Dona militaria* was divided into the following types: *coronae* (honorary garlands), *vexilla* (decoration pennants), *hasta pura* (award spears), *torques* and *armillae* (honorary necklaces), *phalerae* (honorary medals) [3, P. 27–30].

Based on the archeological research fact that *phalerae* (actual analog of medals in the modern award system) were of various degrees — gold, silver and bronze with various images on them, the award system in ancient Rome bears record to clear reasoning and sophistication of its hierarchical structure.

It may be acknowledged that breakdown into award types and classes (now simplified) originate from the ancient Rome times (except for some specific types of awards, including decorations in the Soviet award tradition). They may be divided into orders, medals and honorary weapon (both cold steel arms and firearms). Such awards as *vexilla* should be mentioned separately. For the first time in ancient Rome a collective rather than an individual award was introduced, this being a significant and fundamental step to the award system development [3, P. 29].

There were other fundamentally important innovations to form the modern award tradition, primarily the

European one. It is important to note that centurions and simple legionnaires were awarded Roman decorations. In addition, for the first time in history the award recipients began to wear insignias/merit badges.

The Roman system became the base for further development of the European award system, which was particularly actively developed at the Renaissance times. However, in medieval times when the achievements of antiquity were hardly taken into account in most areas of life, the award prototypes existed even in Kievan Rus.

It is necessary to emphasize that in all ages – from ancient Rome to the present times the award systems in different countries were an extremely important part of the statehood, a tool of its creation and state management in the broad sense of this definition. As was correctly stated in one of the first studies on the history of the national award system entitled “Awards of Ukraine. History, facts and documents” published back in 1996, “... in the modern Ukrainian society the view is embedded on the awards as an important and final attribute of the state, one of the most important features of its independence and sovereignty. Almost all the world countries have now their own developed award systems and their non-availability is perceived as an exception to the general rule. The international community considers the award as a kind of “business cards” in history and contemporaneity of each separate state. Therefore it is no exaggeration to define the awards as good signs of a civilized country, its desire to build and develop the own statehood. However, orders, medals and badges

are an important dimension of the historical and state-building way covered by the country. They are the unique memory milestones to read the individual’s biography as well as the whole country’s one. Behind the decoration exterior and brief language of its symbolism one can see the joy of victory, the pain of defeat, and the hope for better fate” [4, P. 29].

Indeed, there is no developed country that would not have its own sophisticated award system, although sometimes they differ in manner. For example, Switzerland has no state awards; it is officially considered that this “violates the equality of citizens”. However, it would be a mistake to believe that this country, one of the most developed in the world, has no own award system. Its role is successfully implemented in the deployed system of departmental awards, which replace the state honors acceptable for the rest of the world.

Even the emerging countries created the award system extremely fast, because it was considered quite rightfully an integral component of the statehood. Significantly, it refers not only to the states recognized by the international community but also to self-proclaimed ones especially actively striving to get legitimacy in the international community.

It should be noted that almost from the beginning of introducing the honors into human civilization the awards are widely used not only to achieve internal political goals, but also to face the international challenges. To this end, foreigners, first and foremost foreign state leaders were awarded in various forms. Over time, these awards

became an integral and important part of diplomatic protocol and foreign policy at large.

This applies to the award system of Ukraine, which should be considered as a dialectical unified one created on synthesis of the national award systems from various historical periods.

The modern award system in Ukraine is an extremely interesting research synthesis of award traditions from various historical periods. It is not only a valuable material for purely faleristic research. Deep and versatile study of all aspects of the award system makes possible to understand in a certain manner the ways of the state and society development, their interaction and mutual influence, more systematically understand the complex processes occurred during its historical progress. This is true for the history of Ukraine's foreign policy and diplomacy, which cannot be fully understood without taking the "award aspect" into account.

After Ukraine's independence during Hetman P. P. Skoropadskiy's Ukrainian State the award system commenced its development. We note that over time it became holistic and it was possible to identify the components of the award traditions from different epochs – Russian Empire, P. P. Skoropadskiy's Hetmanate, the UPR Directorate, the Soviet period and common European traditions in award creation. However, this does not make it eclectic. Different historical layers of award tradition united organically and created a new award system enriched with experience from different epochs, the system that meets the requirements of the time (that of course does not exclude the need for its further develop-

ment) including the ability to perform foreign policy and diplomatic tasks.

Thus, rephrasing the thought of the reputed faleristic researcher

Mozheiko, it has to be said that the history of Ukraine's award system is as dramatic as the history of Ukraine itself.

It is significant that from the very beginning of the award system creation in Ukraine it made available to use it in the international activities of the state.

As was above stated, the beginning of the award system creation in independent Ukraine falls on the period of the Ukrainian Hetman State in 1918.

The draft award system of the Ukrainian state was accurately described just in the 30-ies in the manuscript of the former hetman army's centurion B. Monkevych entitled "Arrangement of Ukrainian state regular army in 1918". At present this manuscript is kept in the Central State Historical Archives of Ukraine in Lviv city.

B. Monkevych describes the final version of the Hetman Ukrainian state award system prepared by the main headquarters commission chaired by colonel G. I. Goncharenko (who was imposed the task to develop awards for the Armed Forces). The system contained two types of state awards – the crosses and the orders themselves:

- "Iron Cross for liberation struggle;
- Prince Yaroslav the Wise Order – for merits in social field;
- St. Olga Order – for women merits in the public field;
- St. Prince Volodymyr the Great Cross, for state civil service;
- St. Archistratigus Michael Order for military valor (similar to

Russian St. George the Victory-bearer);

- Cross and Dawn of Glory and Revival of Ukraine” [6, P. 11–12].

According to this draft the competence of the award commission was much wider than the assigned task to develop awards for the armed forces. It is enough to analyze for what merits Prince Yaroslav the Wise Order, St. Olga Order, St. Prince Volodymyr the Great Order and the Cross and the Dawn of Glory and Revival of Ukraine were proposed to be awarded. Three out of six state awards proposed by the commission were purely civil. One decoration could be awarded to both military and civilian persons. It may be acknowledged that it was a question of creating the state award system in the Ukrainian Hetman State in general rather than just individual orders for the troops.

In his memoirs G. I. Goncharenko (who wrote under the pseudonym J. Galic) described the exteriority of the state decorations proposed by the hetman award commission (no other evidence as to their external appearance is identified in archival sources): “... Archistratigus Michael Cross similar in its designation to St. George the Victory-bearer Order almost did not differ from the latter by the form, the color or the ribbon. The same applies to St. Vladimir Order” [5, P. 204].

After analysis of the award system proposed by the hetman commission it becomes clear that it (and the armed forces of the Ukrainian State) was created, according to B. Monkevych, “upon the principles generally accepted in the European states”. At the same time the created draft award system did not

differ fundamentally from the previous one in the Russian Empire (note the direct reference to the Russian Order of St. George the Victory-bearer), which in its turn was also built on the principles of the European award tradition.

The latter results from the fact that the old imperial award system was familiar to draftsmen, while there was a need to create the Ukrainian State award system as soon as possible. In addition, effective implementation of the Ukrainian State foreign policy required availability of state awards to resolve protocol issues in foreign policy, first and foremost, to award foreign leaders, members of foreign state delegations, representatives of foreign diplomatic corps in Kyiv and other influential foreign citizens. Military decorations were of utmost importance to honor foreign military men because Hetman P. P. Skoropadskyi relied on direct military support by expeditionary forces of the Entente states.

Hence, it follows that the hetman award commission did not manage to prepare the relevant rules of each award and obviously each of the proposed state award had a direct analogue in the Russian Empire award system.

For instance, Prince Yaroslav the Wise Order was conceived as an analogue of the Russian St. Stanislaus and St. Anne Order. St. Olga Order is similar to St. Princess Olga honor established in 1911 (the only award took place in 1916). St. Vladimir Order completely preserved its old name and functions. Iron Cross was not called an Order but was an absolute analogue of the old St. George Medal designated for mass award of soldiers and non-commissioned officers in the armed

forces. As to St. Archistratigus Michael Order, it was above stated that this Order was an analogue of the Russian St. George Victory-bearer Order.

Cross and Dawn of Glory and Revival of Ukraine were created as an analogue of the highest honor in the Russian Empire – St. Andrew the First Called Order.

According to their Rules, each of the above-listed awards in the former Russian Empire could be used to reward foreign nationals. Thus, their hetman analogues were quite suitable for use in diplomatic purposes. At that, establishing the “Cross and Dawn of Glory and Revival of Ukraine” Order worth special attention. Similar to St. Andrew the First Called Order it was designated to award the leaders and senior executives of foreign countries to promote greater implementation efficiency of the Ukrainian State foreign policy.

Lower status awards of the hetman draft could be effectively used to honor foreign diplomats, media, servicemen etc. This was also important for effective implementation of foreign policy.

Because in December 1918 the UPR Directorate came to power, the hetman award draft was never realized.

Naturally, the shortest and the most rational way would be to simply implement without changes or with minor corrections the award system developed at the Hetmanate. However, the UPR Directorate did not wish to do it for purely ideological reasons.

The fact that just on January 10, 1919 the UPR Council of Ministers decided on establishing the first awards of the newly formed republic – decorations of the Republic and Glory of Ukraine – witnessed that the Direc-

torate leaders paid great attention to creation of the national award system.

Almost immediately after the resolution of the Council of People’s Ministers on January 24, 1919 the Directorate adopted a special law regulating major issues on the award system creation. It was the first law in the history of the award system of Ukraine. The first paragraph governed the issue of wearing the awards. The second paragraph established a special badge for participation in anti-hetman uprising. This was to rally the most loyal supporters round the Directorate.

The third paragraph founded the first UPR state award of two classes, which could reward both civilian persons and servicemen. As had been said: “Establish a special award of the Republic of two classes for those citizens of Ukraine particularly distinguished themselves by their work in the revival of Ukraine during the last fight against the hetman and his government and during all the time of the Ukrainian People’s Republic revival” [7, P. 3].

The fourth paragraph founded a purely military award for distinguished conduct under fire: “Establish the badge of honor Glory of Ukraine of two classes for those sergeants and Cossacks who showed their knighthood in battle” [7, P. 3].

Thus, we can say that at the initial stage of the award system creation in the UPR Directorate the state awards were aimed at rewarding Ukrainian citizens only, while rewarding foreigners was not stipulated. That is, the rewards meted out by the new government could not be used to meet the foreign policy goals, first and foremost rewarding top leaders of foreign states,

which was especially important in the UPR crisis period.

Further reward activity of the UPR Directorate was aimed at creating military decorations impossible to be used in diplomatic activities.

On October 19, 1920 a decree signed by S. V. Petlyura, Chief Ataman, and Lieutenant General O. S. Galkin, acting Secretary of War of the General Staff, was issued on establishing “Liberation” Army Order and “Iron Cross” Badge: “Three years of continuous struggle of the best sons of our people against the enemies of independence of our country deserves the highest praise and urgently requires to specially distinguish those who by their courage in battles or energy and tireless work benefited the state. To this end, two orders are established in the Ukrainian Republican Army: 1. Liberation Order and 2. Iron Cross Badge, their Rules are enclosed” [8, P. 2].

It should be noted that for the first time in the UPR Directorate reward practice the issue of conferring foreign nationals with state decorations was resolved. It was a significant step forward in the development of the national award system. Follow the provisions of the signed decree: “Taking into account the possibility of awarding the above orders not only military men but also civilian persons and subjects of the other states the Secretary of War should simultaneously take care to approve the Rules at the Council of People’s Ministers” [8, P. 3].

However, due to emigration commencement, the UPR Directorate did not award any of the foreign nationals with “Liberation” Order, to say nothing of foreign state leaders.

Together with the drafts of “Liberation” Order of two classes and “Iron Cross” Badge the draft of another state honor was submitted for consideration to the Chief Ataman S. V. Petlyura and the Council of People’s Ministers. It was the “Order of Republic” of Ukrainian People’s Republic (Order of Republic), which was supposed to become the UPR highest state honor.

Analyzing the draft Rule of this unrealized state award, a conclusion may be immediately drawn that it is not in any way the improved Rule of the Republic’s military insignia offered earlier. If the latter was aimed exclusively to award for outstanding war services and its main objective was to boost the army morale, then the new award draft was aimed at rewarding the highest state elite and contained substantial corporate elements.

The following Rule paragraph had to underline the highest status of Order of Republic in the state award system: “Order of Republic is never removed and must be worn above all the orders of appropriate classes” [9, P. 171].

Another paragraph of the Rule of Order is also important: “All UPR citizens, military men or civilians, officials or not, without distinction in nationality and sex, as well as foreigners when they performed certain useful deeds to liberate, protect and develop Ukraine may be awarded Order of Republic” [9, p. 172]. Thus, Order of Republic could be efficiently used in diplomatic activity to honor influential foreigners, including the highest state leaders of foreign countries.

On the one hand we see demonstration of democracy in the reward creative work traditional for the UPR Di-

rectorate and observed in all the award drafts when all citizens of the state could receive the award regardless their social status. However, the fact that it was envisaged to award foreign nationals (not necessarily for distinguished services) testified once more that it was the highest state award established in view of the further prospect for the UPR peaceful development.

Attention should be also paid to the following paragraph of the draft Rule: "Who by their diplomatic, cultural and educational, literary and scientific work, as well as by various inventions yielded significant benefits to the statehood and formation of the Ukrainian Republic." [9, P. 175].

That is, for the first time in the Ukraine's award creativity the merits in the diplomatic area were highlighted to promote development of the Ukraine diplomatic service through rewarding its most professional staff.

The Soviet Ukraine award system functioning within the framework of the all-union one did not stipulate for its use in the international activities, regardless of the UkrSSR membership in the UN and availability of the republican Ministry of Foreign Affairs.

Applying the UkrSSR award system to the diplomatic activity was not stipulated even in the award proposals made by the First Secretary of the CPU Central Committee P. Yu. Shelest in 1967. The UkrSSR party leader proposed to establish the Order of the Ukrainian SSR State Flag – the highest degree award to honor both individuals and collective groups of particularly distinguished workers and the Order of Labor Glory and the Medal "For Labor Merits" to honor

the foremost workers, cultural and scientific professionals for high performance in labor [10, P. 3]. However, the proposed new state awards of the UkrSSR were intended for the internal use only.

Since Ukraine gained independence, creation of its award system was commenced to fulfill both internal and foreign policy functions.

On August 18, 1992 President of Ukraine L. M. Kravchuk signed the Decree "On Establishing Badge of Honor of the President of Ukraine". Its first paragraph read: "Establish the Badge of Honor of the President of Ukraine. The Badge of Honor of the President of Ukraine will be awarded to citizens for personal merits in building up the sovereign democratic state, developing the economy, science and culture of Ukraine, for active peace-making, charitable, merciful and public activities" [11].

The Regulation also provided for the possibility to award foreign nationals for services to Ukraine. This made possible to use the first award of independent Ukraine in diplomatic activities. However, the award did not acquire a broad nature because of the uncertainty in the award status lower than the Order in the European award tradition. Therefore rewarding foreign state leaders became impossible.

However, before adoption in 2000 of the Law of Ukraine "On State Awards" (which opened the door to establishing perfect awards including the Orders) the solution was found to raise de facto the status of newly established awards. In 1995 two awards of the President of Ukraine were established: "Bohdan Khmelnytsky Order" and "Yaroslav the

Wise Order”, which had already a definition “Order” in their titles.

Before establishing “Prince Yaroslav the Wise Order” the President of Ukraine received numerous requests from the representatives of the state branches of government and the public to establish the highest award of Ukraine. Almost no one was engrossed in the intricacies of the award legislation that enabled to establish not the highest state award but rather the honorary badge of the President of Ukraine. Ultimately the Presidential Award Commission decided to recommend establishing the honor of the President of Ukraine, which after the adoption of the Law of Ukraine on State awards could be immediately transformed into the highest state award.

The text of the Presidential Decree read as follows: “Taking into account numerous requests from the central government executive bodies and the judicial branch, the National Academy of Sciences of Ukraine, the Academy of Legal Sciences of Ukraine and NGOs and in line with paragraph 9.2 of Article 114.5 of the Constitution of Ukraine (888–09), I decree:

1. Establish the honor of the President of Ukraine – “Prince Yaroslav the Wise Order” (hereinafter referred to as Prince Yaroslav the Wise Order) of the First, Second, Third, Fourth and Fifth Class to award the citizens for outstanding personal merits to the Ukrainian state in the field of state-building, strengthening the international authority of Ukraine, development of economy, science, education, culture and arts, public health, charitable, humanitarian and public activities” [12].

Particular attention should be paid to the Rule of the established award, which at that time was the pinnacle of the national award creativity. It took into account absolutely all the details stipulated by the faleristic laws and became a significant step in bringing the national award system towards the European award traditions and standards.

The Rule established in details the award procedure by each class of the Order and its designation in full conformity with the samples of the European highest state awards. We’ll quote the relevant part of the Rule: “Prince Yaroslav the Wise Order is awarded successively starting with the Fifth Class. Awarding the next class of Prince Yaroslav the Wise Order is possible not earlier than 3 years after the previous class order is awarded... Foreign citizens and stateless persons are awarded:

First Class Prince Yaroslav the Wise Order – heads of sovereign states;

Second Class Prince Yaroslav the Wise Order – heads of governments and parliaments of sovereign states, prominent state and public figures;

Third Class Prince Yaroslav the Wise Order – foreign ministers, heads of other foreign agencies, ambassadors of foreign states to Ukraine;

Forth and Fifth Class Prince Yaroslav the Wise Order – known scientists, artists, writers, clergymen, businessmen, human right activists, athletes and other persons” [12].

The established highest award of Ukraine was immediately actively used in diplomatic activities to achieve the objectives of Ukraine’s foreign policy. Awarding a number of influential foreign witnessed at once the authority

of the highest award in the Ukrainian state.

Within the time when the honor “Prince Yaroslav the Wise Order” had not yet been a state award rather than a formal honor by the President of Ukraine, its First Class was awarded to the following foreign state leaders: Fernando Henrique Cardoso, President of the Federal Republic of Brazil (October 25, 1995); Kim Yong Sum, President of the Republic of Korea (December 6, 1996); Carlos Saul Menem, President of the Republic of Argentina (October 27, 1995); Eduardo Frei Ruiz-Tagle, President of the Republic of Chile (October 30, 1995); Jiang Zemin, President of the People’s Republic of China (December 2, 1995); Martti Ahtisaari, President of the Republic of Finland (January 10, 1996); President of Indonesia Suharto (April 1, 1996); Aliyev Heydar oglu Alirza, President of the Republic of Azerbaijan (March 20, 1997); Oscar Luigi Scalfaro, President of the Italian Republic (April 20, 1997); Sedilo Ernesto Ponce de Leon, President of the United Mexican States (June 25, 1997); Alexander Kwasniewski, President of the Republic of Poland (September 10, 1997); Nazarbayev Nursultan Abishevych, President of the Republic of Kazakhstan (October 13, 1997); Karimov Islam Abduhaniovych, President of the Republic of Uzbekistan (February 17, 1998); Jorge Fernando Branco de Sampaio, President of the Republic of Portugal (April 10, 1998); Nelson Rolihlahla Mandela, President of the Republic of South Africa (July 3, 1998); Jacques Chirac, President of the French Republic (September 2, 1998); Thomas Klestil, Federal President of

the Republic of Austria (October 13, 1998); Valdas Adamkus, President of the Republic of Lithuania (November 5, 1998); Alma Adamkene, the wife of the President of the Republic of Lithuania (November 5, 1998); Carl XVI Gustaf, His Majesty the King of Sweden (March 19, 1999); Sylvia, Her Majesty the Queen of Sweden (March 22, 1999); Fidel Castro Ruz, Chairman of the State Council of the Republic of Cuba (April 10, 1999); Yasser Arafat, President of the Palestinian National Autonomy (September 2, 1999); Eduard Amvrosiyovych Shevardnadze, President of Georgia (October 1, 1999); Boris Nikolayevich Yeltsin, President of the Russian Federation (January 22, 2000); Saparmurat Atayevych Niyazov, President of the Republic of Turkmenistan (February 18, 2000).

It should be noted that the developers of Prince Yaroslav the Wise Order made all reasonable efforts in line with the European award tradition to approve this Order as the highest and very prestigious state award.

Following the adoption in 2000 of the Law of Ukraine “On State Awards” this highest state decoration has acquired the status of the full order, which has become an integral part of the diplomatic toolkit. Actually, during each foreign state visit of the President of Ukraine or the visits of foreign state leaders to Ukraine mutual reward with the highest state decorations takes place.

It is also important that after the adoption of the Law of Ukraine “On State Awards” the Rules of some state awards contain the availability to award foreign countries. This made possible to frequently use the state awards in diplomatic activities.

Conclusions. In general it may be concluded that the state awards of Ukraine have become an important component of diplomatic activity. They contribute to solving important issues of foreign policy and strengthening the international authority of the state.

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“DIGITAL DIVIDE” IN UKRAINE AS A PROBLEM OF PUBLIC ADMINISTRATION

Abstract. The problem of “digital” inequality in the context of e-government in Ukraine are considered and shown that the bridge of the digital divide in Ukrainian society is one of the essential factors of the development of e-government, information society, building democratic society. Argued that the “digital divide” is a problem of the government as the fight against the “digital divide” head state, politics of such a struggle are based on public documents legalized by high-level political commitment formulated containing relevant authorities (the society, international organizations) succeed in overcoming the “digital divide” requires constant updates legislation. Internet access should be a public service.

Keywords: digital divide, e-government in Ukraine, information society, informatization.

“ЦИФРОВА НЕРІВНІСТЬ” В УКРАЇНІ ЯК ПРОБЛЕМА ДЕРЖАВНОГО УПРАВЛІННЯ

Анотація. Розглянуто проблему “цифрової” нерівності у контексті розвитку електронного урядування в Україні та показано, що подолання циф-

рового розриву в українському суспільстві є одним із необхідних факторів розвитку електронного урядування, інформаційного суспільства, побудови демократичного суспільства. Аргументовано, що “цифрова нерівність” є проблемою державного управління, оскільки боротьбу проти “цифрової нерівності” очолюють держави, політика такої боротьби спирається на легалізовані державні документи високого рівня, які містять сформульовані політичні зобов’язання відповідних органів (перед суспільством, міжнародними організаціями), досягнення успіху у подоланні “цифрової нерівності” вимагає постійних оновлень законодавства. Доступ до мережі Інтернет повинен стати загальнодоступним сервісом.

Ключові слова: цифрова нерівність, електронне урядування в Україні, інформаційне суспільство, інформатизація.

“ЦИФРОВОЕ НЕРАВЕНСТВО” В УКРАИНЕ КАК ПРОБЛЕМА ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. Рассмотрена проблема “цифрового” неравенства в контексте развития электронного управления в Украине и показано, что преодоление цифрового разрыва в украинском обществе есть одним из необходимых факторов развития электронного управления, информационного общества, построения демократического общества. Аргументировано, что “цифровое неравенство” — проблема государственного управления, поскольку борьбу против “цифрового неравенства” возглавляют государства, политика такой борьбы опирается на легализированные государственные документы высокого уровня, которые содержат сформулированные политические обязательства соответствующих органов (перед обществом, международными организациями), достижения успеха в преодолении “цифрового неравенства” требует постоянных обновлений законодательства. Доступ к сети Интернет должен стать общедоступным сервисом.

Ключевые слова: цифровое неравенство, электронное управление в Украине, информационное общество, информатизация.

Target setting. The level of access to the Internet in Ukraine clearly reflects such tendency as “digital divide” in the Ukrainian society. According to data of the Ukrainian Internet Association, regular Internet users are 21 million people (63 % of the population) of Ukraine. Nevertheless, the divide between those who live in cities with a population of 100 thousand + in rural areas is substantially enough [6]. This greatly hinders the

development of e-government and e-participation of Ukrainian citizens in government.

Analysis of recent research and publications. Features of a legal support services and operation of development programs for information society, information and e-government in Ukraine, and innovative mechanisms for interaction with public in the system of public administration, issue of the e-government as an effective

mechanism of interaction and form of cooperation between the state and citizens in the information society, as well as current state and ways for improvement of e-governance in the local authority regulatory bodies have been examined by national authors in recent years.

In particular, the role of information technology in the system of public administration is reflected in the works of such scholars as A. Baranov, L. Honiukova, D. Dubov, I. Klimenko, K. Lynov, A. Semenchenko, A. Serant, A. Sylenko, Y. Umanskyi. The issues of e-governance were disclosed by A. Dubov, T. Jigo, A. Zahvoyska, A. Emelianenko, V. Nedbay. O. Litvinenko and others. Nevertheless, problem of “digital divide” requires constant attention of scholars in the context of state information policy analysis and implementation of state e-government into its activities.

The purpose of the article is analysis of the problem “digital divide” as a problem of the state administration and determination of possible ways for solving it in Ukraine.

The statement of basic materials. The results of the latest international assessment of an e-government’s state and e-participation of citizens in governance in Ukraine show that Ukraine has significantly improved its performance in 2016, by taking 62 and 32 places between 193 UN member states (assessment takes place once every two years; in 2014 it was 87 and 77 places). [30] However, there are still many problems to be solved, if we go from the general to more specific, it will be such as systematic education outreach activities among citizens,

widespread introduction of electronic technologies into state administration, and increase of its effectiveness in administration, alignment of “digital divide” among population, formation of conditions for use of the administrative services through e-government by people with disabilities, solving of problem of the personal data protection, minimizing the risks of cyber-attacks, training of public servants regarding effective use of e-governance. They are all interconnected between each other. In the center lies the problem of “digital divide” (in English “digital divide”, information inequality, information or digital split, a digital and electronic gap, watershed computer and a number of other expressions are used synonymously), that means that participants have different possibilities of using advanced information technologies, including Internet access. The term belongs to supporters of distinctive concepts that bind the fate of information structures, means and processes of their uneven distribution among citizens concerning issues of civil rights and material welfare (information inequality as social and economic inequality).

Why “digital divide” is a problem of governance? According to experience of running struggle policies against digital divide that exists in many countries of the world, first of all, such type of struggle against the “digital divide” in the country is headed by the state, and, secondly, the policy of this struggle is based on legalized state documents of the highest level, which includes formulated political commitments of relevant authorities (for society, international organizations), thirdly, achieving of success in overcoming the

“digital divide” requires constant updates of legislation, fourthly, access to the Internet should be a publicly accessible service.

The problem of “digital divide” is a significant problem with e-government. One of the development components of an information society in Ukraine, and construction of a democratic society – is implementation and effective functioning of e-government.

As indicated in the portal “implementation of e-governance, formation of e-government and establishment of e-democracy include new forms of organization and interaction of state bodies with citizens and organizations” [8]. E-governance simplifies procedures for obtaining administrative services to citizens by facilitating access to the information they need. It is also an indicator of openness and transparency in the public administration and local governments.

It is a way of governmental organization with help of system of the local information networks and segments of global information network that provides functioning of public authorities in real time, and makes their communication with citizens, legal entities, and non-governmental organizations more simple and affordable every day. The main component of e-governance is e-government – unified infrastructure of an interdepartmental automated information interaction of the state and local government with citizens and business entities.

As for the systematic education outreach activities among citizens and widespread introduction of the electronic technologies in public administration, improving of their efficiency in admini-

stration. Firstly, Ukraine has significantly worked out the regulatory framework for regulation of relationships in the field of e-governance. In particular, these laws “On electronic documents and electronic document workflow”, “On Access to Public Information”, “On the Fundamentals of Information Society Development in Ukraine for 2007–2015”, “On the National Informatization Program”. Also adopted “Concept of e-governance in Ukraine” and “Information Society Development Strategy in Ukraine”. Their analysis was carried out by author [4]. This legislative framework makes it possible to ensure the effectiveness and quality of administrative services to citizens and businesses, provided through information and communication technologies, and setting up of the system of electronic interaction of state bodies, development and implementation of conceptual principles of the integrated system “Electronic Government”, introduction to the activities of state of the typical organizational and technological solutions and ensuring their effective functioning, implementation of departmental information planning systems and report management within formation of the unified state control system for performance of public authorities in order to ensure development of the social and economic sectors, increasing awareness of citizens and public servants about opportunities that are offered in the framework of e-governance, education of the civil servants and local government officials regarding implementing of e-government.

As for the alignment “digital divide” among population and formation of conditions to use administrative ser-

vices through e-government to people with disabilities. Today, measure of success of an individual and society is not only possession of a specific gadget, but also opportunity and freedom of access to data transfer networks. While having frantic pace of development in the world of high technologies in Ukraine, there is still remains a problem of overcoming the internal digital divide, particularly, at the level “region-region” or “city-village”. An availability of the Internet both from the financial and technological point of view, in rural and remote informational depressed regions of the country – remains extremely low. And, with desire to bring Ukraine closer to the standards of the developed world, this problem is more up to date. The issue was researched comprehensively by experts of relevant market (Joint Venture “Tikon” commissioned by the corporation Intel, 2013) [26] as well as experts from the National Institute for Strategic Studies under the President of Ukraine [11] In summary, we should admit that the following conclusion will be –in order to overcome the growing digital divide and real provision of segments of the population with access to the Internet in Ukraine at this stage of its development, it is advisable to develop the idea of a specialized fund that corresponds to UN recommendations (such as “Global Digital Solidarity Fund”). Direct preparation of the concept of “Digital Solidarity Fund” should be preceded by work to determine the economic feasibility of the project, information mapping of Ukraine with clear information outlining of depressed regions, determining of an actual number of

users of this service and resources necessary for implementation of the priority objectives of the Fund. Establishment of the concept of “Digital Solidarity Fund” should be a joint project of the National Commission for the State Regulation of Communications and Informatization, ministries, companies in the private sector, IT representatives of civil society, scientific and expert institutions [11].

All mentioned criticism together does not remove the problem of overcoming the internal digital divide (at the level ‘region-region’ or ‘city-village’), that really needs to be solved. An especially acute problem is the problem of further spreading out of the Internet available (both financial and technological point of view) in rural and remote information depressed areas. Similarly, special care of the state should be a high-quality Internet access to vulnerable social groups (first of all, people with disabilities/ developmental disabilities).”In view of the economic performance of the Ukrainian state, it is somewhat premature to ask questions, whether the state will provide a real ‘universal’ access to the Internet for majority of people in the near future. Also, it is inappropriate to assume that such a ‘universal’ access will be able to ensure, without participation of the states, the ‘excellent technological solutions’, in fact, position of many opponents of this idea comes down to it.”

It’s worth remarking that citizens of Ukraine more actively learn modern information and communication technologies, by using them in personal, social and professional life, by implementing into business processes in order to

optimize the time and material costs, and, thus, increase their efficiency, the problem remains. Acquaintance of the citizens with mechanisms and tools of e-governance in Ukraine is quite slow.

As emphasizes Santiago Arhelich, Commercial Director of 'Kyivstar', "to overcome the digital divide in Ukraine one should solve two problems. The first is a lack of Internet access and possibility to buy the necessary devices or get them for use. The second reason is not so obvious, but no less serious: self-isolation or unwillingness to use digital technologies" [22]. This happens because of the fact that many citizens do not realize the benefits that provides access to the Internet. Sociologists also argue the fact that citizens are neither interested nor motivated to get new skills for mastering of new devices. Nevertheless, 'recipes' to overcome the 'digital divide' exist. They are reflected in the provisions of Okinawa Charter on Global Information Society, Ministerial Declaration 'Development and international cooperation in the XXI century: the role of information technologies in the context of a global economy based on knowledge', recommendations of a number of international expert/ analytical/ national groups. The Human Rights Council of the United Nations in 2012 declared that Internet access is one the human rights [28]. Thus, solving of the problem 'digital divide' requires a balanced nationwide systematic approach. Briefly it consist of: politics ('digital divide'- a measure of competitiveness, a national strategy, an internal policy, it is appropriate terms of economic development in these sectors), access (joint efforts of the state

and business aimed at development of information infrastructure), services (increase of diversity and quantity of services to public and business by using information technologies), content (permanent system research of national, ideological, political, economic, cultural, religious and other aspects of Ukrainian society and publicly available electronic information resources), knowledge and skills (online educational programs at all levels of education, scientific and educational projects, scientific and educational television programs), motivation (to explain the benefits of digital technologies (both quantitative and qualitative), time-saving; more likely to find a job, convenient online shopping and electronic banking, communication in social networking, pragmatic aspects of the Internet).

The acute problem of protection of the personal data has arisen, and necessity for minimizing risks in the cyberattacks. In particular, the question is not only theoretical, organizational and legal principles of protection of the personal data in the context of European integration of Ukraine, and practical aspects of the problem of protection of human rights in the information society [19]. As experts state, at this time the level of protection of information resources in Ukraine (both public and private, including objects with critical infrastructure), is one that does not meet the requirements of the present day (this fact is not new among experts in information security of Ukraine — Ukrainian Information Security Group).

"In terms of expected cyber aggression towards information resources in

Ukraine, actually, every owner of an information resource is himself to himself against an organized and powerful enemy. For example, from massive DDoS attacks one could protect himself only through third-party anti-DDoS-services, collectively". "Consequently, formation of a single trusted Coordination Center for exchange of information and information security incidents according to world standards" [27].

Government institutions and organizations react slowly to the growth of demands of the society regarding use of modern information and communication, networking technologies in their work. This complicates the process of interaction between the state and local government with citizens and business entities. In this situation, not only the lack of financing is key point, but also training of civil servants for effective use of information technologies. The low level of computer literacy among civil servants and local government officials is solved through request by state as an employer.

Modern researches define positive global tendencies in the development of e-government, generally. More and more countries involve citizens into decision-making by using innovations in the sphere of information and communication technologies in order to provide services and involvement of people into decision-making. Provision of services takes place while taking into account the individual needs. At the same time, within a country still the quite significant inequalities of access to e-government technologies. Lack of access to technologies, poverty and inequality do not allow people to take full advan-

tage of this potential for sustainable development of Ukrainian society.

Conclusions. It is obvious that general state of level of the information society in Ukraine does not provide currently accessibility to citizens of various forms of e-democracy. An open-ended question of development of e-democracy in Ukraine remains visible interregional 'digital divide'. In science of state administration, this issue should be developed not only in relation to the needs of theoretical analysis of administrative and political communication, but also from the standpoint of practice. Why this is a problem of government? The reason is that, firstly, there is a problem of consequences of a current de facto difference between users and non-Internet users for a political life of the Ukrainian society, participation of citizens in the process of developing and making important administrative decisions. Secondly, elimination (reduction) of 'digital divide' is responsibility of a democratic government that is committed to providing equal opportunities for citizens. Thirdly, problem of the digital divide represented evidently at level of the global community. Its problem consists in the fact that modern information technologies reinforce inequality between developed countries and developing countries. Consequently, governments of developing countries seek to integrate into the community of developed countries with provision of such conditions. In addition to it, the state should ensure coordinate efforts of all state authorities in Ukraine for widespread introduction of the ICT in public administration with simultaneous viewing and optimizing of the public pro-

cesses and objectives among which an alignment among population of 'digital divide', formation of conditions for use of the administrative services with help of e-government for people with disabilities; solving of a problem of personal data protection, while minimizing the risks of cyber-attacks, training of civil servants for effective use of e-governance, also, with systematic educational outreach activities among citizens regarding benefits of the digital technologies.

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EFFICIENCY OF PUBLIC ADMINISTRATION BY THE PROCESSES OF PREVENTING OF THE FIRES ON THE OBJECTS OF DIFFERENT FORMS OF OWNERSHIP

Abstract. The effectiveness of public administration of the fire preventive procedures at the objects of various forms of ownership in Ukraine has been analyzed in the article. In particular, based on the analysis of the statistics from the various viewpoints, it has been found out that the current system of public administration of the processes concerning the prevention of fires at controlled objects is not able to provide an adequate level of fire safety. It is emphasized that the current system has lost its effectiveness and it is not able to prevent the occurrence of unpredictable risks at the objects of various

forms of ownership. It has been proved that the main focus on the implementation of the public administration for the fire prevention processes at the objects of different ownership must be concentrated on the development of such system which will be able to conform independently to the changes of the complicated conditions of the controlled objects in the long run. It has been proposed for the immediate changes to the current situation that has formed, in order to reduce the risk of fire occurrence and emergencies at the objects of various ownership to change the existing fire safety system which is based on the inspections at the enterprises, organizations and institutions namely controlled objects for more efficient system that is able to conform itself to the changing circumstances, multilevel, with the mechanisms to promote and stimulate the very objects of management to implement the necessary measures to render impossible the occurrence of unpredictable risk of fires and emergencies.

Keywords: public administration, fire safety, implementation of preventive measures, unpredictable risks, management system.

ЕФЕКТИВНІСТЬ ДЕРЖАВНОГО УПРАВЛІННЯ ПРОЦЕСАМИ ЗАПОБІГАННЯ ПОЖЕЖАМ НА ОБ'ЄКТАХ РІЗНИХ ФОРМ ВЛАСНОСТІ

Анотація. У статті проаналізовано ефективність державного управління процесами щодо запобігання пожежам на об'єктах різних форм власності в Україні, зокрема, на основі аналізу статистичних даних під різними кутами зору з'ясовано, що існуюча система державного управління процесами щодо запобігання пожежам на підконтрольних об'єктах не здатна забезпечити належного рівня пожежної безпеки. Наголошено, що ця система втратила свою ефективність і не здатна запобігати виникненню непередбачуваних ризиків на об'єктах різних форм власності. Доведено, що головна увага при здійсненні державного управління процесами запобігання пожежам на об'єктах різних форм власності має бути сконцентрована на розробленні такої системи, котра у довгостроковій перспективі буде здатна самостійно пристосовуватися до зміни умов складності керованих об'єктів. Запропоновано для негайного зрушення ситуації, що склалася, в напрямі зменшення ризику виникнення пожеж та надзвичайних ситуацій на об'єктах різних форм власності внесення змін до існуючої системи забезпечення пожежної безпеки, котра заснована на проведенні перевірок на підприємствах, в організаціях, закладах, тобто підконтрольних об'єктах, на більш ефективну систему, таку яка буде спроможна сама пристосовуватися до обставин, що змінюються, багаторівневу, із механізмами заохочення та стимуляції самих об'єктів управління до виконання необхідних заходів, які унеможливають настання непередбачуваного ризику виникнення пожеж і надзвичайних ситуацій.

Ключові слова: державне управління, пожежна безпека, здійснення превентивних заходів, непередбачувані ризики, система управління.

ЭФФЕКТИВНОСТЬ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ ПРОЦЕССАМИ ПРЕДОТВРАЩЕНИЯ ПОЖАРОВ НА ОБЪЕКТАХ РАЗЛИЧНЫХ ФОРМ СОБСТВЕННОСТИ

Аннотация. В статье проанализирована эффективность государственного управления процессами предотвращения пожаров на объектах различных форм собственности в Украине, в частности, на основе анализа статистических данных под разными углами зрения, выяснено, что действующая система государственного управления процессами, по предотвращению пожаров на подконтрольных объектах не способна обеспечить должного уровня их пожарной безопасности. Отмечено, что действующая система потеряла свою эффективность и не способна предотвращать возникновение непредвиденных рисков на объектах различных форм собственности. Доказано, что главное внимание при осуществлении государственного управления процессами предотвращения пожаров на объектах различных форм собственности должна быть сконцентрирована на разработке такой системы, которая в долгосрочной перспективе будет способна самостоятельно приспосабливаться к изменению условий сложности управляемых объектов. Предложено для немедленного сдвига ситуации в направлении уменьшения риска возникновения пожаров и чрезвычайных ситуаций на объектах различных форм собственности внесение изменения в существующую систему обеспечения пожарной безопасности, которая основана на проведении проверок на предприятиях, в организациях, учреждениях, то есть подконтрольных объектах, на более эффективную систему, такая которая способна сама приспосабливаться к обстоятельствам, которые изменяются, многоуровневую, с механизмами поощрения и стимуляции самих объектов управления к выполнению необходимых мероприятий, которые делают невозможным наступления непредвиденных рисков возникновения пожаров и чрезвычайных ситуаций.

Ключевые слова: государственное управление, пожарная безопасность, осуществление превентивных мероприятий, непредвиденные риски, система управления.

Target setting. In the recent years in Ukraine, one of the major problems in the sphere of fire safety is the state of fire protection of the objects with the occupancy, including markets, kindergartens and schools, hospitals, religious buildings and constructions, resorts and recreation facilities, cultural and entertainment establishments, hotels and hostels, where the

measures to ensure the fire safety are almost not carried out because of the limited funding.

The analysis of fires at the objects of different ownership where the state supervision bodies in the sphere of fire and technogenic safety implement the prevention measures shows that the fire at the enterprises, organizations, institutions annually cause significant

material damage to their owners, i. e. entrepreneurs.

Thus, in 2016, the direct losses from the fires at these objects have made up 394 mln 603 thousand UAH (–27,8 % to the numbers of 2015) and they make up 24,3 % of the total sum of the direct damage; the indirect losses have made up 620 million 083 thousand UAH (–46,9 % to the numbers of 2015) or 17,5 % of the total sum of the indirect losses. The one fire at the enterprises, organizations, institutions make up 211,1 thousand UAH of the direct losses, while the average index on one fire on all objects is 21,9 thousand UAH, i. e. more in 9,6 times [1, p. 17].

Consequently, the process management for ensuring fire safety which is archaic today and the funding do not cover the real needs and do not to encourage for high-quality and effective work of fire brigades. Therefore, today, the research in the field of fire risk management and the improvement of government policy in the sphere of fire safety in Ukraine is topical.

Analysis of recent research and publications. The issues of public administration of the national security in general and ensuring fire safety, in particular, has been covered by such scholars as I. M. Abdurahimov, V. M. Andriyenko V. V. Byehun, I. N. Naumenko, N. N. Brushlynskyi, E. P. Buravlyov, Y. Hluhovenko, V. B. Korobka, R. V. Klymas, E. A. Klepka, I. P. Krynychna, S. A. Lupanov, A. V. Mikhailov, G. P. Sytnik, T. M. Skorobagatko, S. V. Sokolov, I. A. Kharchenko, A. P. Yakimenko, M. V. Sitsynska, N. R. Nyzhnyk, V. A. Kostenko, V. A. Lipkan, Danylyshyn, V. V. Durdynets [2–18]. However, the introduc-

tion of the new forms and methods of the government administration of the fire safety system concerning implementation of the preventive measures to prevent fires are not fully disclosed.

Therefore, in our opinion, it is necessary to elaborate on the issues, gaps and contradictions that have emerged in the system of public administration of the processes on ensuring the fire safety at the enterprises, organizations, institutions and those predictable and unpredictable risks and threats that exist both on the central, and regional and local level that carry out the state supervision in the field of technogenic and fire safety.

The purpose of the article is to implement the system analysis of the public administration in the field of fire safety and contemplate the set of measures for the implementation of the effective actions in the system of prevention, warning, fire prevention at the enterprises, organizations and institutions.

The statement of basic materials. The DSNS of Ukraine is a central body of the executive power which activity is directed and coordinated by the Cabinet of Ministers of Ukraine through the Minister of the Interior and who implements the state policy in the field of civil protection, population protection and territories from emergency situations and prevention of their emergence, the elimination of the consequences of the emergencies, rescue, firefighting, fire and technogenic safety, activity of emergency services and also hydrometeorological activity [19, p. 1].

The prevention and elimination of fires are within the competence of

State Emergency Service of Ukraine (hereinafter – DSNS Ukraine) established according to the Decree of the President of Ukraine of 24 December 2012 #726 “On some measures on the optimization of the system of the central bodies of the executive power” [20].

According to the Article 66 of the Code of Civil Defense of Ukraine (hereinafter – CCDU), the central executive body that carries out the state supervision in the field of technogenic and fire safety, i. e. DSNS of Ukraine, carries out the state supervision (control) by implementation of the scheduled and unscheduled inspections in accordance with the law” [21, p. 4]. The number of such inspections in some recent years (it will be shown below in Table. 2) has reached the astronomical value of nearly half a million a year. In the contrary, the effectiveness of such number of inspections is too low comparing with the achieved results concerning the reduction of fires in enterprises, organizations, institutions.

In this regard, we consider the nature of the public administration in the field of fire safety and the operating system of prevention, warning and the prevention of fires as for the implementation of the evaluation of its effectiveness and handling to improve the government administration on processes of fire prevention at the objects of different ownership.

Thus, the issue of public administration of ensuring the fire safety in Ukraine according to the research conducted by V. Andrienko [3] is not new and it has been for a long time in one or other form. The fuzzy display of this

issue is due to that fact that state policy in the sphere of fire safety, from the times of the former USSR was being implemented centrally within different sectors of the economy, it was oriented for the long term perspective and it was provided with necessary financial and material and technical resources that was due to the state ownership of the single regulatory-legal basis [3, p. 45]. According to his definition of “fire safety, it is a combination of the settled public relations by the regulations aimed on creating such internal and external conditions of the existence of any object or person that exclude the unpredictable risk of fire emergence and development, and the prevention of possible impact of fire hazards on people, tangibles and the environment, also the measures are introduced previously that will help to extinguish fires” [3, p. 60].

In its turn, it is necessary to consider these social relationships that provide the unacceptable risk of fire emergence and the development of fires at the enterprises, organizations, institutions and the essence of public administration of this process.

DSNS of Ukraine organizes and carries out the state supervision (control) over compliance with laws and other legal acts on technogenic and fire safety, civil defense by the ministries and other central executive authorities, Council of Ministers of the Autonomous Republic of Crimea, local state administrations and other state bodies and local municipality, business entities [21, p. 4, p. 39].

Using the statistics on the number of the inspections carried out by the state supervision in the sphere of tech-

nogenic and fire safety¹ in 2011–2016 [22, 23] and the data on the number of fires and their consequences obtained from the annual “Analysis of array of fire cards accounting (POG_STAT)” for the same period of 2011–2016 [1, 24]. Let us make a comprehensive systematic analysis of the impact of the number of inspections therefore the measures to prevent fires on their amount, losses of fire (direct² and indirect³) and the number of dead in them.

Therefore, for the period being reviewed, the number of fires at the enterprises, organizations, institutions, except 2014, when their number reached the maximum value for the last 5 years, had a certain constancy. The Table 1 shows the data on fires at the enterprises, organizations, institutions and also direct and indirect losses from the fires at them in comparison with the appropriate losses of all fires that occur every year in Ukraine.

Table 1

The data on the number of fires, damage and loss of life in 2011–2016

Years	Number of fires in enterprises	Direct losses at the enterprises-thousand UAH	% to the total amount of direct damage from fires in Ukraine	Indirect damages from fires at the enterprise Thousand UAH	% to the total amount of indirect damages from fires in Ukraine	The number of dead people in fires at the controlled objects, people
1	2	3	4	5	6	7
2011	2162	364983	45,5	475122	25,6	67
2012	2169	335149	39,1	635081	25,2	45
2013	2015	232716	32,7	519008	23,2	29
2014	2528	508426	33,7	3622803	58	34
2015	2168	544568	37,4	1104813	26,2	28
2016	2211	394603	24,3	620083	46,9	30

¹ The number of the inspected objects, checked by the State Supervision authorities in the sphere of fire and technogenic safety in 2011 were calculated from data of per cent decrease in 2012 relating the same period of 2011 [23, p. 7, 18–19].

² The direct losses from fires are estimated in the monetary value, destroyed and / or damaged due to the direct impact of fire hazards [25, p. 3].

³ The indirect losses from the fires are estimated in the monetary value of the expenses on extinguishing of the fire (the cost of extinguishing agents, fuels and lubricants, etc.), the elimination of the consequences (including socio-economic and environmental losses), including the reconstruction of the object; the interruption of work, changing the movement timetable of the vehicles, etc. [25, p. 3].

As we can see from the table, the minimum value of the number of fires per year is in 2013 – 2015, while the maximum value of fires was recorded in 2014 on the level 2528. But such number of fires at the enterprises, organizations, institutions, which prevention is carried out by the exercise state supervision in the sphere of fire and technogenic safety (hereinafter – the controlled objects⁴) in 2014 that is not typical, as according to experts’

⁴ Hereinafter the terms coincide with those ones that are applied in the National Report on the State of the technogenic and natural security in 2014 [20, p. 30].

estimation from SESU over the past 10 years, there was the stable tendency of the annual reduction of the number of fires and its increase in their number was recorded only twice, in particular in 2014 at once on one third [26, p. 53] which was affected in particular by the “fighting in the area of anti-terrorist operation in the eastern Ukraine” [27, p. 32].

Therefore the sharp increase of the number of fires in 2014 may not be referred only to the problems of public administration in the sphere of fire safety, namely the implementation of preventive measures to reduce the risk of fire occurrence by conducting the inspections of fire-prevention and

effectiveness of the systems for the unspecified operations [28, p.153].

The major interest in this case is the percentage ratio of the increase or decrease in the number of inspections at the controlled objects and respectively the increase or decrease in the number of fires at them. The histogram clearly shows that even an increase of 99,97 % inspections in 2013 comparing with 2012 did not give the expected result of the certain great reduction in the number of fires at the controlled objects which number fell to only 7,1 % (Fig. 2).

Similarly, there is a significant decrease in the number of inspections, on 46,03 % in 2012, at the same time the

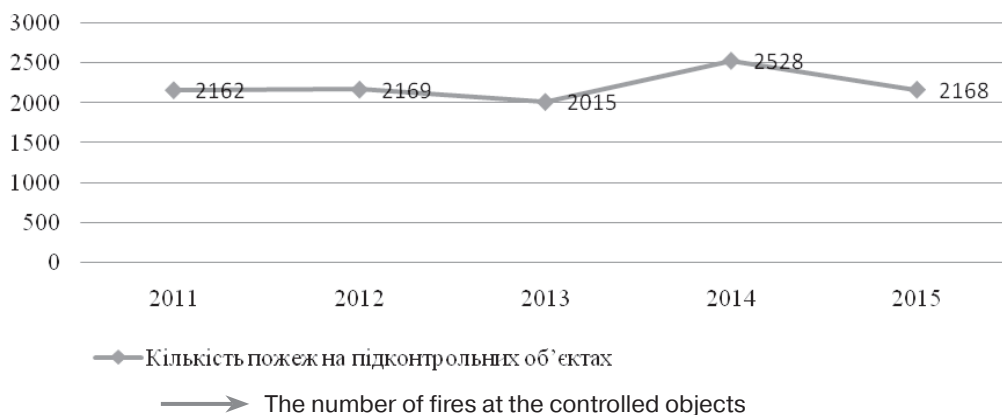


Fig. 1. The dynamics of fires at the controlled objects in 2011–2016

technogenic state of the enterprises, organizations and institutions.

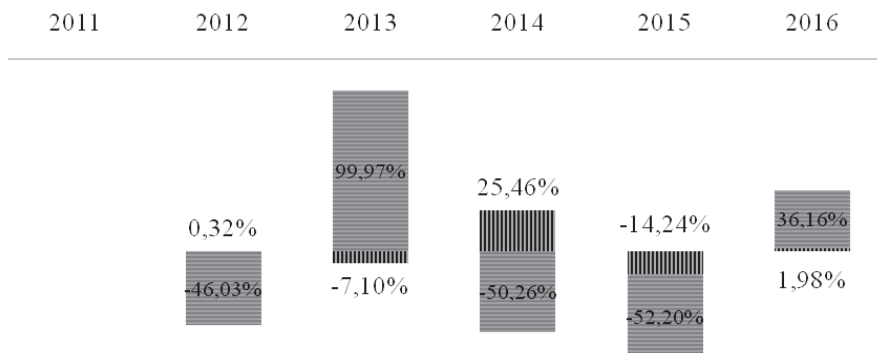
Now let us consider the ratio of the number of the inspections of carried out by the bodies of the state supervision in the sphere of fire and technogenic safety inspections at the controlled objects and their relation to the number of fires. Therefore we will assess of the

number of fires at these objects has increased only on 0,32 %.

The Table 2 shows the data on the number of fires at the controlled objects, the number of the inspections, and the relative increase / decrease of the relevant percentage calculated by the chain method (relatively to the previous year).

Співвідношення у відсотках збільшення/зменшення
перевірок та пожеж по рокам

- Відносне збільшення / зменшення кількості пожеж порівняно з попереднім роком, %
- Відносне збільшення / зменшення перевірок порівняно з попереднім роком, %



The percentage ratio of increase/decrease of inspections and fires in years

■ Relative increase/decrease of the number of fires comparing with the previous year, %

■ Relative increase/decrease of the number of inspections comparing with the previous year

Fig. 2. The percentage ratio of increase/decrease of inspections and fires in the years calculated by the chain method relatively to the previous year, for 2011–2015

Table 2

The number of fires at the controlled objects and also carried out inspections of these objects, relative and absolute indexes of increase/decrease

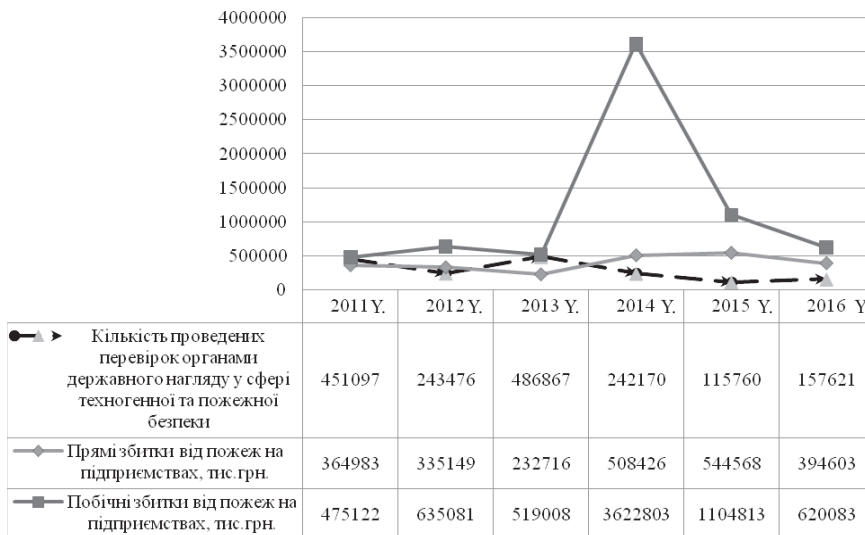
Years	Number of fires at the controlled objects	The relative increase / decrease in the number of fires comparing with the previous year, %	The relative increase / decrease of inspections comparing with the previous year, %	Absolute increase / decrease of fires at the controlled objects	Absolute increase / decrease of checks	The number of inspections carried out by the bodies of the state supervision in the sphere of technogenic and fire safety
1	2	3	4	5	6	7
2011	2162					451097
2012	2169	0,32 %	-46,03 %	7	-207621	243476
2013	2015	-7,10 %	99,97 %	-154	243391	486867
2014	2528	25,46 %	-50,26 %	513	-244697	242170
2015	2168	-14,24 %	-52,20 %	-360	-126410	115760
2016	2211	1,98	36,16	43	41861	157621

As we can see from the Table 2 the data that specify “The absolute increase/decrease of the inspections” (column 6) does not affect any way the “Absolute increase/decrease of fires at the controlled objects.”

It must be said to the point that after analyzing the response of the State Regulatory Service of Ukraine [29], regarding the regulations which were used in the implementation of the state regulation in the sphere of control over the activities of the enterprises, institutions and organizations, we have concluded that there had never been a ban for the inspection dictated by any scientific, economic, “benefit-expense” calculations and it was carried out purely by political will of the administration to achieve the certain goals, or due to the influence of the external environmental factors.

In the Table 1 “The data relating the number of fires and losses from them in 2011–2015,” we have already given the statistics on direct and indirect losses from fires at the controlled objects and their weight fractions in the national losses from fires. Let us consider these data from the perspective of system analysis comparing them with the number of the carried out inspections.

The Figure 3 in the form of graphs with the presented table below them shows the absolute indexes of the carried out inspections and direct and indirect losses in thousand UAH. This clearly shows that the decrease in the number of inspections (particularly in 2015) has little effect on the increase of direct losses at the controlled objects, especially on the indirect losses from these fires.

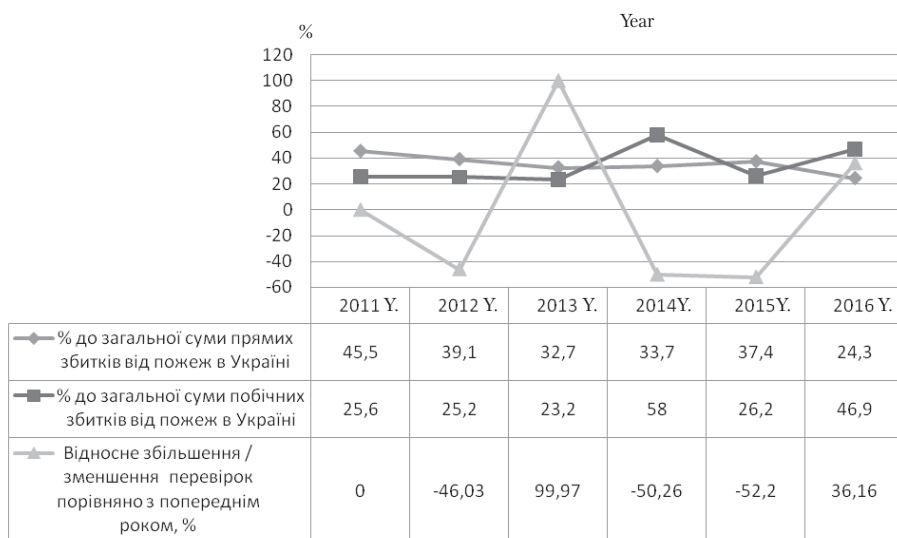


- The number of carried out inspections by the State Supervision Authorities in the sphere of the technogenic and fire safety
- Direct losses from the fires at the enterprises, thousand UAH
- Indirect losses from the fires at the enterprises, thousand UAH

Fig. 3. The graph of the annual absolute indexes of the carried out inspections by the State Supervision Authorities in the sphere of the technogenic and fire safety, and direct and indirect losses from them, thousand UAH

Even more clearly this situation may be seen by building the graph which shows the weight fractions of the direct and indirect losses in the percent to the general public relevant losses and also relative index percentage of the increase or decrease of the number of the inspections. Here we can see that all the fluctuations of the number of inspections (green line with the marker “triangle”) absolutely have no influence on the weight fraction of the losses from the fires at objects in the general public relevant losses.

the controlled objects or the absolute amount of the direct and consequential damages from them or the weighing parts of these losses in general state losses from fires. Therefore, this indicates that the state management of the processes in the sphere of fire safety and current prevention operating system, the notification and the prevention of fires in present time has lost its effectiveness and it is not able to prevent the occurrence of the unforeseen risks on the objects of different ownership. It has happened due to its



- ◆ % to the total amount of the direct losses from the fires in Ukraine
- ■ % to the total amount of the indirect losses from the fires in Ukraine
- ▲ relative increase/ decrease of the inspections comparing with the previous year, %

Fig. 4. The relation of the weight shares of the direct and indirect losses in the percentage to the general public relevant losses, and also the relative index in the percent of the increase or decrease of the number of the inspections

Conclusions: The analysis of the statistical indicators has enabled to come to the conclusion that a change in the number of the inspections conducted by the state supervision in the field of technogenic and fire safety do not affect either the number of fires on

imbalance and the loss of goal-setting, it began working “for itself”, herewith its main goal to ensure a minimum risk of fire occurrence and other emergencies remained out of the vector of directionality of its action. For immediate development of the situation that

has formed in the direction to reduce the risk of fires and emergencies at the objects of different ownership, we propose to amend the existing fire safety system, which is based on inspections at the enterprises, organizations and institutions namely the controlled objects, for more efficient system which is able to conform to changing circumstances. It should be multilevel, with mechanisms to promote and stimulate the same facilities of management to implement the necessary measures that prevent the unpredictable risk of fire and the occurrence of the emergencies.

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INTERNATIONAL EXPERIENCE OF APPLYING OF THE ELECTRONIC IDENTIFICATION OF CITIZENS AS A TECHNOLOGICAL BASIS OF ELECTRONIC PETITIONS: ORGANIZATIONAL AND LEGAL ASPECTS

Abstract. In many countries, widely used modern form of collective appeal — electronic petition filed by citizens to the authorities through the use of information and communication technologies. The article deals with the concept of “e-petition”, analyzes the international experience of application and offer recommendations to improve the system of electronic identification of citizens as the technological basis of electronic petitions.

Keywords: E-democracy, e-government, e-petition, information society, civil society, appeal, petition, e-identification.

МІЖНАРОДНИЙ ДОСВІД ЗАСТОСУВАННЯ СИСТЕМИ ЕЛЕКТРОННОЇ ІДЕНТИФІКАЦІЇ ГРОМАДЯН ЯК ТЕХНОЛОГІЧНОЇ ОСНОВИ ЕЛЕКТРОННИХ ПЕТИЦІЙ: ОРГАНІЗАЦІЙНО-ПРАВОВІ АСПЕКТИ

Анотація. У багатьох країнах світу широко застосовується новітня форма колективного звернення — електронна петиція, яка подається громадянами до органів влади шляхом використання інформаційно-комунікаційних технологій. У статті розглядається поняття “електронна петиція”, аналізується міжнародний досвід застосування та пропонуються рекомендації щодо удосконалення системи електронної ідентифікації громадян як технологічної основи електронних петицій.

Ключові слова: електронна демократія, електронне урядування, електронна петиція, інформаційне суспільство, громадянське суспільство, звернення, петиція, електронна ідентифікація.

МЕЖДУНАРОДНЫЙ ОПЫТ ПРИМЕНЕНИЯ СИСТЕМЫ ЭЛЕКТРОННОЙ ИДЕНТИФИКАЦИИ ГРАЖДАН КАК ТЕХНОЛОГИЧЕСКОЙ ОСНОВЫ ЭЛЕКТРОННЫХ ПЕТИЦИЙ: ОРГАНИЗАЦИОННО-ПРАВОВЫЕ АСПЕКТЫ

Аннотация. Во многих странах мира широко применяется новейшая форма коллективного обращения — электронная петиция, которая подается гражданами в органы власти путем использования информационно-коммуникационных технологий. В статье рассматривается понятие “электронная петиция”, анализируется международный опыт применения и предлагаются рекомендации по совершенствованию системы электронной идентификации граждан как технологической основы электронных петиций.

Ключевые слова: электронная демократия, электронное управление, электронная петиция, информационное общество, гражданское общество, обращение, петиция, электронная идентификация.

Target setting. With the development of the information society, the issue of improvement of communication lines between government and citizens, in particular such new form of citizens' appeals to authorities as an electronic petition, is becoming more relevant. According to the Recommendations of the Europe Council, an electronic petition is defined as a recommendation or comment to the democratic institution, which is delivered through electronic way. Today, this tool of interaction between the society and government is being used by more than 70 countries in the world, including Ukraine.

According to the Law of Ukraine d. d. 2 of October 1996 "On appeals of citizens" (with amendments) [2], the possibility of submitting of electronic petitions to the government and authorities of local self-government is determined, but it is necessary to identify details and to specify mechanisms for electronic identification of citizens and implementation of these standards. That is why the formation and implementation of appropriate mechanisms at the state authorities and authorities of local self-government are relevant issues.

Analysis of recent research and publications. The works of foreign researchers K. Deutsch, P. Lazarsfeld, U. Lippmann, Ukrainian researchers A. Semenchenko, I. Klimenko, H. Pochepstov, V. Tsybalyuk, E. Romanenko, Yu. Kozlov are devoted to the communication between the citi-

zens and government within the frame of the development of the information society.

The article is aimed at summarizing of the international experience of application of electronic identification of citizens, improvement of mechanisms for the electronic identification of citizens in Ukraine.

The purpose of the article is to substantiate the definition "electronic identification", to generalize the international experience of the leading countries of the world concerning approaches to electronic identification, to assess the state of implementation of this instrument in Ukraine, to offer the ways of improvement of mechanisms of functioning of electronic identification in Ukraine.

The statement of basic materials. The information development of the society requires the improvement of methods and forms of communication with public authorities and authorities of local self-government. In particular, such form of collective appeal as the e-petition is widely used in the world, it is submitted using the latest telecommunications means and prescribes a specific procedure for recipient to respond and confirms its effectiveness as a mechanism of systematic public dialogue.

The appeal of citizens is a sensitive indicator of the state of society, its problems, conflicts, people's attitude towards authorities, their ability to solve relevant issues, level of hope,

expectations and demands, which are formed in the public mind under the influence of events in the state, statements of political leaders.

The electronic identification of physical and legal persons is made through issuance of special personal electronic identification means (e-cards, passports, digital signatures and other means, i. e. electronic identifiers associated with a particular person) to them in the prescribed manner and on the basis of the established scheme. The main requirement to eID is ensuring the technological possibility of the implementation of the authentication (conformity of authenticity) of the owner of the electronic ID during performance of any electronic transactions [3].

The main regulatory legal acts affecting the implementation and development of electronic identification of citizens in Ukraine should be considered: – Tax Code of Ukraine [4]; – Civil Code of Ukraine [5]; – Law of Ukraine “On State Register of Voters” [6]; – Law of Ukraine “On state registration of civil status acts” [7]; – Law of Ukraine “On state registration of legal persons and physical persons – entrepreneurs” [8]; – Law of Ukraine “On electronic digital signature” [9]; – Law of Ukraine “On Unified State Demographic Register and documents, which confirm citizenship of Ukraine, certify the identity or his/her special status” [10]; – Law of Ukraine “On information protection in information and telecommunication systems” [11]; – Law of Ukraine “On protection of personal data” [12] – Law of Ukraine “On compulsory state pension insurance” [13], Law of Ukraine “On banks and banking activity” [14].

The significant problem is the absence of systematized normative definition of “electronic identification”. For example, the regulatory acts of different levels use different approaches and provide different understanding of the term “identification”. The regulatory and legal acts only partially establish the specific line between the terms and the procedures corresponding to them (see Table).

The significant problem is the absence of systematized normative definition of “electronic identification”. For example, the regulatory acts of different levels use different approaches and provide different understanding of the term “identification”. The regulatory and legal acts only partially establish the specific line between the terms and the procedures corresponding to them (see Table).

The classification of approaches to the definition of term “Identification”

Regulatory legal acts	Definition
1	2
Law of Ukraine “On banks and banking activity” [14]	Person identification is identification of the person, who is conducting the transaction, based on the document, which confirms the identity of the owner and fixation of the name and surname, date of birth and address in writing, as well as the name, number and date of issue of the presented document, name of the institution that issued it
Law of Ukraine “On Unified State Demographic Register and documents, which confirm citizenship of Ukraine, certify the identity or his/her special status” [10]	Identification is establishing of the conformity of the person with the whole information about him/her with the help of the basic (compulsory) and additional (optional) biometric data, parameters

1	2
Law of Ukraine “On information protection in information and telecommunication systems” [11]	The user of the information in the system is a physical or legal person, who has the right to access the information in the system in accordance with legislation”
Law of Ukraine “On electronic digital signature” [9]	The signer is the person, which legally owns personal key and on his/her own behalf or on behalf of the person, whom he/she represents, affixes digital signature during execution of electronic document
The rules of ensuring of information protection in information, telecommunication, information and telecommunication systems. Approved by the resolution of the Cabinet of Ministers of Ukraine d. d.29 of March 2006 № 373 [15]	Identification is the procedure of recognition of the user in the system, typically using pre-defined name (identifier) or other priori information, which is can be processed by the system
The Order of the Ministry of Economy of Ukraine “On approval of the Procedure of planning, formation, establishment, operation, maintenance, systematization of electronic information resources of the Ministry of Economy of Ukraine and access to them” d. d. 16.07.2010 № 854 [16]	“User identification” is the procedure of assignment of a personal details set (usually it is a pair — username and password) to the user or provision of a special electronic key to him/her for his/her exclusive use
The Order of the State Nuclear Regulation Committee “On approval of Rules of physical protection of nuclear installations and nuclear materials” d. d. 04.08.2006 № 116 [17]	“Identification” is the determination of conformity of the identifying features of the person, which are listed in the documents or database, the actual characteristics of the person him-/herself

Source: results of own research

Therefore, there is no doubt concerning the relevance of regulation of the conceptual and categorical apparatus in the electronic identification sphere.

The electronic identification is the procedure of determination of the user in the system using basic and additional parameters with the help of information and communication technologies.

Today, the regulatory and legal acts of the state determine the following basic and most commonly used identification data of physical persons: — surname; — name; — patronymic; — date of birth; — date of death; — gender; — place of birth; — residence; — citizenship; — series and number of iden-

tity document, his/her family or social status; — the registration number of record card of taxpayer-physical person; — unique number of record in the Unified State Demographic Register.

Analyzing the international experience in electronic identification, in the Proposals to development of the state policy concerning electronic identity in Ukraine, Yu. Koslov and D. Chernikov drew the attention to the percentage of the use of certain technologies of electronic identification in EU countries, which is as follows [18]:

- Electronic identification schemes based on mechanisms of the use of a pair — “login-password” — 9 %;

- Electronic identification schemes that are based on mechanisms of use of one-time passwords on the basis of lists – 6 %;
- Electronic identification schemes that are based on mechanisms of use of one-time passwords on the basis of short text messages – 5 %;
- Electronic identification schemes that are based on mechanisms of use of special hardware and software password generators (OTP-tokens) – 7 %;
- Electronic identification schemes that are based on mechanisms of use of cryptographic transformation in the authentication process (software) – 13 %;
- Electronic identification schemes that are based on mechanisms of use of cryptographic transformation in the authentication process (hardware token) – 13 %;
- Electronic identification schemes that are based on mechanisms of use of cryptographic transformation in the authentication process (hardware token – smart cards) – 16 %;
- Electronic identification schemes that are based on mechanisms of use of cryptographic transformation in the authentication process (hardware token – SIM-cards) – 5 %.

Currently, the site of the petition to the President of Ukraine uses a range of tools for electronic identification, namely: bank ID, registration number of record card of taxpayer-physical person, EDS.

Based on research of concepts of development of petition sites and the

ways of the identification on them, we note the following. Today there are three ways to implement the e-petition in Ukraine:

1) Own (unique) development of the organ of state or executive power (e. g., a petition to the President of Ukraine, petitions to the Cabinet of Ministers of Ukraine, petitions to the Kyiv City State Administration). It is characterized by sufficiently high reliability of electronic identification of citizens (Bank ID, Oshadbank ID, EDS) on one hand and by the large costs of development and support on the other. Thus, as the largest number of Internet traffic accounts for users of mobile phones and tablets, the possibility of adaptability of this sources for mobile devices is very important. The sites of this group have adaptive layout and it is convenient for mobile users to use them.

2) Unified site of petitions “Unified system of local petitions”, which was created within the program “e-Government for accountability and participation” (EGAP), funded by the Swiss Confederation and implemented by the East Europe Foundation Innova Bridge in partnership with the State Agency for e-governance. Currently, this resource was used by more than 80 cities of Ukraine. It is characterized by sufficiently high reliability of electronic identification of citizens (Bank ID, Oshadbank ID, EDS), on the one hand and possibility of free use, which is a big plus in a difficult economic situation. The sites of this group have adaptive layout and it is convenient for mobile users to use them.

3) Own (unique) development of an organ of state, the executive power or

local government. It is characterized by sufficiently low reliability of electronic identification of citizens (e-mail) on the one hand and the high cost of development and support on the other. The sites of that group have no adaptive layout and these resources are not designed for mobile use.

Each of these tools has both strengths and weaknesses. An alternative way of electronic identification for ordinary citizens in the absence of national e-passports could be bank ID, and eID token can be a common bank card. Thus, the initial registration of users of electronic banking and payment services is made in accordance with the rules, which provide identification during personal contact. However, authentication procedures involve different mechanisms, which vary in range from the use of a pair of "login / password" to the means of cryptography.

So in the short term perspective, the government can resolve the issues on electronic identification of citizens quickly enough using resource of the largest banks of Ukraine.

An alternative for banking ID may be the electronic identification of citizens through citizen identification number. The integration on secure channel between the database of the Internal Revenue Service and e-petition service must be created for the implementation of this identification. Today there is integration between the database of the Internal Revenue Service and service of e-petition to the President of Ukraine, so it is needed to make of integration between the database of the Internal Revenue Service and services of electronic petitions to state and local authorities taking into

account this successful experience. For the identification the user will need to enter not only the name, surname and patronymic name, email address, but also his/her identification code. The search will take place in the database of the Internal Revenue Service, and only at the conformity with the main parameters of name, surname and patronymic and his/her identification code, the user will receive e-identification and be able to create an e-petition and to vote etc.

Today this mechanism works only partially and requires both additional automation and regulatory and legal strengthening.

The legislation of Ukraine provides the right of individuals to refuse to accept the registration number of the taxpayer's registration card because of their religious beliefs. According to the State Fiscal Service of Ukraine, at the beginning of 2015 about 200 thousand citizens of Ukraine have used this right. Therefore, this method of electronic identification cannot cover all citizens.

Many experts think that mobile ID can be used for the implementation of electronic identification. Mobile ID is a service that allows subscriber to use his/her mobile phone with SIM-card installed in it as a means for secure electronic identification. With Mobile ID you can access secure electronic documents and put your digital signature on them. Currently the demo version of the service can be used on the portal of administrative services of Lviv city.

This method of electronic identification requires regulatory and legal strengthening. Also, there is a great caution of giving of the vast array of

personal data of citizens to commercial establishments. For the implementation of this approach the citizens will be required to appear at least once at the nearest division of communications provider for identification.

Another issue that needs organizational and legal solutions is the risk of voting of the same person from different email addresses that will distort the representativeness of the data of collecting of signatures for e-petition. There is the possibility of unauthorized influence on the voting by so-called “bots”. This is especially significant issue for local authorities. During analyze of means of electronic identification for registration of citizens, the name, surname, patronymic name and email address, to which the user receives a link to confirm registration on the site, must be specified. The security level of online resources of local authorities is much lower than the corresponding resources of central authorities. To resolve this problem, changes and additions to the Law of Ukraine “On citizens appeals” must be made, firstly: limit the creation and signing of petitions for solely citizens of Ukraine, and secondly: authorization of citizens must be conducted with existing and confirmed databases, such as users of “Card of Kyiv resident”(the imperfection of this system is that only Kyiv residents can use such authorization, but locally for Kyiv, this solution is sufficiently effective, it can be used to provide citizens with an additional impact on local authorities), register of voters of Ukraine is one of the latest and biggest data bases of citizens of Ukraine, using this database citizens with no

identification number of the taxpayer can have the possibility of electronic identification, with a bank-ID (the imperfection of this system is that not all citizens are users of the Oshadbank and Privatbank) and directly on the site via SMS verification (confirmation in the form of SMS with the code is sent to cell phone of citizen. The disadvantage of this system is that the SMS sending service is a paid service. The implementation of this approach is the additional financial burden for citizens). The unified digital signature is also used for identification of citizens. The disadvantage of this tool is a paid registration, and as a result a limited number of users. For the most part, the unified digital signature is used by the entrepreneurs and employees. All of these authorization methods have both benefits and disadvantages. Therefore, only the combination of all possible authorization methods can allow more citizens to use the electronic petition.

For today, it is necessary to consider some positive experience of e-petition implementation shown by the Machinery of the Verkhovna Rada of Ukraine. Although right after the launch of the tool of e-appeals of citizens to the Verkhovna Rada of Ukraine, the website had obscure interface and the understanding of how to initiate or sign the petition was beyond the power of average citizens. In March 2016, the website was modernized and now the service “E-petitions” functions successfully. The appearance of the petition is implemented within the priority-oriented measures for creation of the E-Parliament in the Verkhovna Rada. The management of computer-aided sys-

tems of the Verkhovna Rada of Ukraine, which is determined by the technical administrator of the “E-petition” system, takes measures on its software and technical assistance, verification, registration, support of petition and will perform other actions on compliance of standards with the requirements of the legislation. The website of the Parliament contains the list of spheres and sectors of the state activities concerning which the user can send the e-appeal, so that the citizen can decide, whether it is necessary to create new petition or it already exists and it is necessary to vote for it. Here with, the user should fill the corresponding form on the web portal for authorization. There are sections “signature collection continues”, “is under consideration”, “responses to petitions”, “expired”, “create the petition”. The search of petitions can also be performed by branch directions. The “E-protocol” service is introduced on the web portal of the Parliament; it contains statistical data on voting of deputies, top leaders and anti leaders of voting, verbatim transcript of the plenary session, corresponding audio and video information; “Stop Absentee!” resource; the inquiries of deputies also are published in it; the measures on ensuring the video and audio transmission of the session of all parliamentary committees are carried out; the work on creation of the electronic workplace of the parliamentarian is performed; the movement towards the consideration of legislative drafts in second reading in the electronic for, etc. is carried out.

We hope that within the “E-Parliament” project the transfer of the single legislative body on the electronic system will become a reality.

Taking into account this experience, each state authority should create the website for petitions, therefore, it is necessary to unify the approaches to creation of e-petition service by using the template of this service based on the web-site of the Unified system of local petitions. The main benefits of this resource are: unification of resources for petition collection, high level of certainty of the person identification, adjusted layout, free use. Thus, the state could save considerable resources that are spent on the development of the website and its future integration with databases for identification of citizens.

Conclusions. The article reveals the essence of the concept, the categorical and conceptual framework on issues of electronic identification is improved, the status of implementation of this tool in Ukraine is assessed, the ways to improve the functioning mechanisms of the electronic identification in Ukraine are proposed, namely the adjustment of interaction of the electronic identification system with the State Register of Voters of Ukraine, Unified State Demographic Register of Citizens. It is proposed the local government authorities and executive authorities to use the successful experience of the electronic identification of citizens in the service of the Unified system of local petitions by improving the regulatory framework, namely to amend the Law of Ukraine “On appeals of citizens”, which provides the methods of electronic identification and obliges to use them. In particular, the imposition of sanctions for possible turning of votes, reducing their number, etc. requires additional study of legal issues.

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IMPROVING THE FORMATION OF A SYSTEM OF FINANCIAL CONTROL

Abstract. It is determined that the mechanisms of management tools is actually achieving goals and that the mechanisms of government always made concrete and the use of available resources, so they should also be changed in accordance with the agreed targets. Therefore, only by improving governance mechanisms improved receptor – a system of financial control and its integrity.

It is established that the improvement of the state financial control and its integrity is through the use of financial, organizational and legal mechanisms of public administration. Preferred Presidency and the role can be in a single, separately applied to the system, the polity.

The function of system-organizational mechanism of government concerning an integrated system of financial control was revealed, which is to form the internal structure of the state financial control, which is central to organizational structure, establishing and organizing the structural links between its elements, building hierarchy. That is, there are connection components of the integrated

system of financial control through their ownership and common goals and control functions, which are aimed at achieving the main goal of the state financial control.

Keywords: mechanisms of financial control, governance, structure, system, regulatory mechanism.

ПОКРАЩЕННЯ ФОРМУВАННЯ СИСТЕМИ ФІНАНСОВОГО КОНТРОЛЮ

Анотація. Встановлено, що механізми інструментів управління — це, насправді, досягнення цілей і, що механізми влади завжди конкретні, тому вони, також, повинні бути змінені відповідно до узгоджених цілей. Таким чином, тільки за рахунок удосконалення механізмів управління можливо покращити їх рецептор — систему фінансового контролю та її цілісність.

Встановлено, що вдосконалення державного фінансового контролю та його цілісності, можливі за рахунок використання фінансових, організаційних і правових механізмів державного управління.

Функція системно-організаційного механізму уряду щодо комплексної системи фінансового контролю була виявлена, а саме, що для формування внутрішньої структури державного фінансового контролю, яка є центральним елементом організаційної структури, необхідно забезпечити створення та організацію роботи структурних зв'язків між її елементами, побудувати їх ієрархія. Тобто, є сполучні компоненти інтегрованої системи фінансового контролю, які спрямовані на досягнення головної мети державного фінансового контролю.

Ключові слова: механізми фінансового контролю, управління, структури, системи, механізму регулювання.

УЛУЧШЕНИЕ ФОРМИРОВАНИЯ СИСТЕМЫ ФИНАНСОВОГО КОНТРОЛЯ

Аннотация. Установлено, что механизмы инструментов управления — это, на самом деле, достижение целей и, что механизмы власти всегда конкретны, поэтому они, также, должны быть изменены в соответствии с согласованными целями. Таким образом, только за счет совершенствования механизмов управления возможно улучшить их рецептор — систему финансового контроля и ее целостность.

Установлено, что совершенствование государственного финансового контроля и его целостности возможны за счет использования финансовых, организационных и правовых механизмов государственного управления.

Функция системно-организационного механизма правительства комплексной системы финансового контроля была обнаружена, а именно, что для формирования внутренней структуры государственного финансового контроля, которая есть центральным элементом организационной структуры, необходимо обеспечить создание и организацию работы структурных связей между ее элементами, построить их иерархию. То есть, есть связующие

компоненты интегрированной системы финансового контроля, направленные на достижение главной цели государственного финансового контроля.

Ключевые слова: механизмы финансового контроля, управления, структуры, системы, механизма регулирования.

Target setting. Improving the management of public financial resources by improving the efficiency of state financial control is imperative Ukrainian society and important scientific and practical tasks of Public Administration.

State financial control is an essential lever general mechanism of government, hence the need to build a system of financial control which fully implemented the control function of public finances and performance of the State's powers.

Given that the mechanisms of governance actually are tools of achieving goals and that the mechanisms of government always specific and made the use of available resources, so they should also be changed in accordance with the agreed targets.

Thus, only by improving the mechanisms of governance improved receptor – a system of financial control and its integrity.

Analysis of recent research and publications. Question justify public administration development of certain sectors of society, the definition of the functions of government and its mechanisms reflected in the works of scholars such as O. Amosov, G. Atamanchuk, V. Bakumenko, A. Dyehtyar, V. Dzyundzyuk, V. Kalyuzhny, V. Kirilenko, V. Knyazev, V. Korzhenko, O. Korotych, A. Kuznetsov, M. Latynin, T. Lozynska, S. Maistro, N. Meltyuhova, N. Mironova, A. Monayenko, G. Мо-

stovy, N. Nyzhnyk, O. Obolensky, N. Orlaty, G. Odintsova, O. Radchenko, V. Rybachuk, T. Savostenko, O. Semenova, I. Streltsov, Y. Surmin, O. Sushynsky, O. Fedorchak.

Investigation of formation of the system of financial control mechanisms and its implementation is an urgent both in theoretical and in practical terms, hence the importance of the subject article.

The purpose of the article – to prove theoretical approaches and to develop measures to improve the mechanisms of formation of public financial control.

The statement of basic materials. The impact of governance mechanisms in the system of state financial control believe that improving the system of financial control and its integrity is through the use of financial, organizational and legal mechanisms of public administration.

Comprehensive disclosure to improve the system of state financial control in order to develop its entirety, the author's vision, achieved a harmonious combination influential and implementation mechanisms of government, financial, organizational and legal. Preferred Presidency and the role can be in a single, separately applied to the system, the polity.

The first phase will consider the role of the financial mechanism of government. According to the author's definition of a financial mechanism

of government is a tool to implement control functions of finance and public administration, because it is the basic mechanism for improving the system of state financial control, due to its nature concerning the system of state financial control, financial security, budget system, public finances and financial state system:

- The purpose of the financial mechanism of government is to build the integrity of the state financial control, leading to its improvement;
- Construction and operation of an integrated system of financial control is able to provide the state required level of financial security through comprehensive control over its structural elements – security and fiscal debt security;
- Used in the public system during the budget process;
- Used in the public administration associated with the formation and use of public finances and their control;
- Ensure the effectiveness of the implementation of finance and financial relations in the country within the financial system.

The second stage is to outline the role of organizing the polity.

System-founding function of institutional mechanism is to form the internal structure of the state financial control. It creates the structure of the system is established and organized structural links between its elements, upset the hierarchy. Improving institutional mechanism enhances the managerial capacity of the system. That, in turn, by enhancing the manageability

of the system of financial control can improve the overall level of public administration in Ukraine.

Theoretical and methodological principles on which the institutional arrangements are based in the management of state, in practice, are implemented through regulatory mechanism. This includes an integrated system of financial control, where this provision is reflected in the manner in which its internal structure and relationships formed via organizational mechanism and external realization and implementation of the assistance is legal mechanism.

Improving and streamlining the organizational structure of the mechanism of an integrated system of financial control, should find appropriate reflection in the legal mechanism for their implementation in practice of state financial control.

Election direction of development is through institutional mechanism of government.

The study of organizational mechanism of public financial control should identify the main elements of its structural construction, and then to examine shaping vectors.

Investigating the structural building institutional mechanism system of financial control to perform a series of related tasks, such as:

- Classified methods and forms of control on the basis of compliance methods and forms of control to determine their compliance species control;
- Prove the expediency principle of periodicity and commitment in carrying out audits kinds of entities of state financial control;

- To prove the unity of the constituent elements of an integrated system of financial control through their ownership and common goals, functions, forms and methods of control, to achieve the overall objective of financial control;
- To formulate the results of scientific achievements of the author's vision of integrity of public financial control by types, methods and forms of control.

Now you need by analyzing the structural components to determine the internal construction of an integrated system of financial control.

Exploring the organizational mechanism integrated system of financial control should determine that it is central to the organizational structure. It is through the organizational structure of the system maintains its integrity and ability to resist outside influence. The organizational structure is the core of an integrated system because it is the center of all structural, shaping relationships that integrate unified system of holistic education.

The integrity of the organizational structure as a central link institutional mechanism can be defined in several ways:

- First, the ability of the organizational structure of the objectives defined;
- Secondly, the ability to optimize the structure and shaping relations, which increases the efficiency of the organizational structure of a particular way and the system as a whole.

The author distinguishes between the concept of “structural links” and

“form-building connections,” continue to study, structural constraints we understand these connections between the elements that form the internal structure and environment are not detected in the environment.

On the contrary, form-building connections taking its roots in the middle of system structure, form its external form — they are the vectors by which the structure occupies a special place in the institutional arrangements system and in government in general.

It is the form-building communications system gradually directions of its development in structural they become double, and their place is occupied by a new form-building connections.

The concept of organizational structure closely related to the functions of the system. The registration mechanism combines the essence of the organizational structure of the functions that it must perform, that ratio appears essential nature and integrity of the system — the main purpose of the system and how to achieve it.

Exploring the integrity of the state financial control should be noted that its main purpose, including Finance is to achieve security of the state, which is the implementation of appropriate control measures and institutional building public financial control system that is able to achieve a particular purpose. Thus, the internal integration institutional mechanism should be aimed primarily at achieving the main goal of the public financial control its functions — determined in accordance with the purpose.

Unity of purpose and functions of the state financial control will allow the structure to form an effective insti-

tutional mechanism that is motivated to further comprehensive study and find ways to improve the structure and integrity of the system of financial control in general. Defining the main goal of the public financial control exactly how the safety of public finances, we give it public importance and raise it from a purely application element of public administration to public social security institution. Control over the formation and use of budgetary funds is of great importance both among state priorities identified just channeling public funds through reallocation of public funds in the budget process. Under what system of financial control can be left aside areas forming social budget. Therefore, the development budget may build only the effective functioning of the financial control system that can detect and prevent violations of financial discipline, without building an integrated system of financial control all efforts for the formation of a balanced and adequate budget will be reduced to zero.

The urgent need to systematize and streamline the regulatory mechanism of financial control is dictated by several reasons.

First State Financial Control has a great social significance as it is the highest control of public finances.

The most important questions of the formation and distribution of governing the Code – The budget that has undergone the second edition, customs and tax that passed recently, so system-legislative regulation on State Financial Control also should be a code that will fully realize the public management oversight of public financial resources [1; 2; 3; 4].

An analysis of the regulatory mechanism made it possible to establish that the activities of the institutions of state financial control governing regulations of different levels – from the Laws of Ukraine to the orders of the central executive authorities. Therefore, the development and adoption of the Code of the State Audit Ukraine fail a single methodological basis under regulatory mechanism integrated system of financial control and prevent violations of the principles, methods and forms of control.

Thirdly, there is a need for debugging the current regulatory mechanism that regulates the activities of financial control based gains international experience. In the face of the Accounting Chamber of Ukraine is a party to many international organizations are constantly improving the methodological basis of state financial control. And implementation of the declarations and resolutions adopted at international congresses regarding the functioning of the state financial control is only possible by appropriate legislation backbone, namely the State Audit Code of Ukraine.

Fourth, as has been repeatedly emphasized unacceptable situation to control revenues to the state budget, the formation of the budget deficit, the formation and use of public and publicly guaranteed debt since the adoption of the Code of the State Audit Ukraine currently make it impossible to inefficiency and strengthen the accountability of the budget process.

Fifth, a large number of existing normative acts unrelated to each other, so do not form a coherent system of financial control. For reasons which

need involve shaping the synergistic function of an integrated system that is the ability of self-building system by system-development and adoption of legislation – the State Audit Code of Ukraine.

Justification feasibility of adoption of the Code of the State Audit Ukraine due to the following:

- Determining the integrity of the state financial control enabled to comprehensively cover its qualitative characteristics, compile and organize all party ties plurality of elements in ways caused by inside and hierarchical relations between them, form a higher-level system that is capable of self-development, which functions as a coherent institutional education. Without an understanding of financial control as a system that has form and maintain its integrity can't cover the need for system-legal act format Code State financial control;
- Research and determine the degree of the integrity of the state financial control, scientific research of the quality criterion of the integrity of the system, is the ability of the system to implement control measures of the total public funds all kinds of control on the basis of principles, methods and forms of control serves strategic goals achievement a degree of integrity of the state financial control. The adoption of the Code of the State Audit foot lift integrity of public financial control by full coverage revenue and expenditure parts of the budget resources all types of control;
- Formulation of general purpose integrated system of financial control that is comprehensive and universal protection of property and financial resources of the state. Defining the main goal of an integrated system of financial control commitment provides all the control measures that should be enshrined in the Code of the State financial control and strengthen the relationship between the structural elements integrated system and harmonizing their interaction;
- Separation methods and forms of control by determining the method of control, as a combination of specific methods and means of implementation and control actions made it possible to determine the space exercise supervisory powers and offer to fix it in the Code of the State financial control;
- Determination of the functioning and development of an integrated system of financial control that the principles of inclusiveness control – mandatory, frequency and priority lay in the basis of analysis of the functioning of financial control and further rationale for adoption of the Code of the State Financial Control, which was to establish and consolidate using legal mechanisms in law unconditional adherence to these principles. The principles of commitment, the frequency and priority that laid the basis for the Code of the State Financial Control will serve as the cornerstone of the integrity of the state financial control.

In the development of the State Audit Code must comply with certain provisions that already exist in the territory of the regulatory mechanism of public financial control, including:

- Higher education oversight body and the necessary degree of independence should be laid down in the Constitution, the details can be installed applicable law. The authorities can't be absolutely independent because they are part of the state as a whole, though such a higher controlling authority should have the functional and organizational independence required to carry out its tasks. The Supreme Audit Institution shall check the activities of the government, its administrative management and any other subordinate government body. This does not mean that the government is subordinate to the higher supervisory institution, it just means that the Government fully responsible for their actions and mistakes can not exempt themselves from responsibility;
- Implementation of structuring or group of state financial control on the basis of competence in relation to the object and the subject of control in three groups: highest state financial control; external state financial control; State internal financial control.

Based on the research, believe appropriate to make the following copy-right proposals should serve as basis for the development of the State Audit Code:

First of all, the Code of the State financial control are secure types of financial control in line with the group, in a higher, external and internal state financial control, followed by the introduction of:

- The creation of two institutions composed of top state financial control – one for controlling the flow of funds to the state budget from the legislative branch, the second to monitor the spending of the state budget and the use of state property by the executive branch. Given the desire to balance the budget, control the flow of funds to the state budget are equally weighted as earmarking state budget and the fact that both the budget process due to the presence of two parts: revenue and expenditure, and in control of the budget funds should be two components: control the flow and control of expenditure of funds.
- Consolidate the group consisting of the state financial control of three control subjects, using the defining signs – competence with respect to the object and the subject of control and on the functions, tasks and powers of government – the subjects of the government, according to current regulations and legal acts regulating their activities.
- Consolidate the internal state financial control and structure of control audit units within ministries and other central executive authorities, local authorities, the main managers and lower level of budget funds of local governments.

Second, the State Audit Code has regulated institutional mechanism of state financial control different branches of government, both the executive and the legislative, followed by the introduction of:

- Identifying and fixing types, principles, forms, methods, components and nature of control as a set of components of the integrity of public financial control;
- Should be enshrined bound hierarchical relationships in a coherent system of financial control, by introducing compulsory control of the control of the higher powers in respect of the implementation of control subjects of internal and external state financial control, that is the subject of another control is both subject and control to another group. What will help increase the quality integrity by introducing self within an integrated system of financial control. Thus, we can overcome institutional trap (established, ineffective rule of conduct for public institutions), which is a manifestation of uncontrolled exercise of their supervisory powers;
- Consolidation of the entities conducted separate kinds of public financial control inherent methods and forms of control based on their own characteristics and objectives and will help secure the integrity of the state financial control systematized norm of law, which will help avoid duplication, different directions, mutual exclusion between entities control;

- Refuse the division of internal state financial control (internal control) on internal control and internal audit referred to is not appropriate for the lead to methodological confusion that is the substitution of species and methods of control, that is audit – a control method is proposed to allocate a separate species control and which forms an extra structural surplus in the form of the creation of separate departments.

Third, by the State Audit Code must establish and ensure the independence of public financial control, especially such controls as:

- Higher state financial control;
- Internal audit, in particular by strengthening its independence from the executive organs of local government, through the formation of local council only individual executive body of the local council of accountability and accountability to an appropriate welcome.

Conclusions. The study defined set of mechanisms to improve the system of state financial control in order to develop its integrity enables to get a scientific result as determining the extent and degree of influence of each of the mechanism. This allows you to carry out further scientific exploration in the direction of improving the system of financial control by implementing financial, organizational and legal mechanisms of governance that are in harmonious combination, complement each other and are aimed at achieving its integrity.

Determining the mechanisms of formation of a perfect system of financial control, quality characteristic of which

is its integrity, allows the author to propose a conceptual model of an integrated system of financial control.

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STRATEGIC APPROACH TO QUALITY MANAGEMENT ENTERPRISES MARKETING ACTIVITIES

Abstract. The conceptual model of quality strategic management of marketing activities includes the following elements: strategic architecture, strategic organization, strategic audit, each is considered in terms of information, functional, methodological, organizational and economic aspects. The implementation of this model will enhance the effectiveness of strategic management of enterprise marketing activities and ensure their long-term competitiveness.

Conceptual-categorical apparatus is supplemented by such definitions: strategic management of marketing activity – control that directs the activities on customer's needs, to achieve strategic objectives, ensuring long-term competitive advantage by developing and implementing marketing strategies and implementing strategic changes in accordance with a dynamic marketing environment; architecture of strategic management of marketing activity – construction and

logical combination of features, functions, methodologies (technology) strategic management of marketing activities to meet the needs of the target audience and achieve the strategic objectives of the enterprises.

Keywords: conceptual model, high-quality strategic management, marketing activity, strategic architecture, strategic organization, strategic approach.

СТРАТЕГІЧНИЙ ПІДХІД ДО ЯКОСТІ УПРАВЛІННЯ ПІДПРИЄМСТВАМИ МАРКЕТИНГОВОЇ ДІЯЛЬНОСТІ

Анотація. Концептуальна модель якості стратегічного управління маркетингової діяльності включає в себе наступні елементи: стратегічна архітектура, стратегічна організація, стратегічний аудит, кожен розглядається з точки зору інформації, функціональних, методологічних, організаційних та економічних аспектів. Реалізація цієї моделі дасть змогу підвищити ефективність стратегічного управління маркетингової діяльності підприємств та забезпечити їх довгострокову конкурентоспроможність.

Концептуально-категоріальний апарат доповнюється такими визначеннями: стратегічне управління маркетинговою діяльністю — контроль, що спрямовує діяльність на потреби клієнта для досягнення стратегічних цілей, що забезпечують довгострокову конкурентну перевагу шляхом розроблення і реалізації маркетингових стратегій і реалізації стратегічних змін, відповідно до динамічного маркетингового середовища. Архітектура стратегічного управління маркетингової діяльності — будівництво та логічна комбінація можливостей, функцій, методології (технології) стратегічного управління маркетингової діяльності з метою задоволення потреб цільової аудиторії і досягнення стратегічних цілей підприємства.

Ключові слова: концептуальна модель, стратегічне управління високої якості, маркетингова діяльність, стратегічна архітектура, стратегічна організація, стратегічний підхід.

СТРАТЕГИЧЕСКИЙ ПОДХОД К КАЧЕСТВУ УПРАВЛЕНИЯ ПРЕДПРИЯТИЯМИ МАРКЕТИНГОВОЙ ДЕЯТЕЛЬНОСТИ

Аннотация. Концептуальная модель качества стратегического управления маркетинговой деятельностью включает в себя следующие элементы: стратегическая архитектура, стратегическая организация, стратегический аудит, каждый рассматривается с точки зрения информации, функциональных, методологических, организационных и экономических аспектов. Реализация данной модели позволит повысить эффективность стратегического управления маркетинговой деятельностью предприятий и обеспечить их долгосрочную конкурентоспособность.

Концептуально-категориальный аппарат дополняется такими определениями: стратегическое управление маркетинговой деятельностью — контроль, который направляет деятельность на потребности клиента для достижения стратегических целей, обеспечивающих долгосрочное конкурентное преимущество путем разработки и реализации маркетинговых стратегий и

реализации стратегических изменений, согласно динамической маркетинговой среды. Архитектура стратегического управления маркетинговой деятельности — строительство и логическая комбинация возможностей, функций, методологии (технологии) стратегического управления маркетинговой деятельности в целях удовлетворения потребностей целевой аудитории и достижения стратегических целей предприятия.

Ключевые слова: концептуальная модель, стратегическое управление высокого качества, маркетинговая деятельность, стратегическая архитектура, стратегическая организация, стратегический подход.

Target setting. At present there is a need of enterprises control market orientation, providing a strategic approach, changing the management style that involves the formation of a certain way of thinking in quality management of the company. Market orientation in enterprise management realized through strategic marketing management. Only long-term vision of the company can ensure further prosperity and growth, and this is possible only when conditions of implementation of strategic marketing management in the company.

Mean while, in the current conomic conditions the need for high-quality strategic management of marketing activity is due to a chang of paradigm management company and the definition of the concept of strategic management of marketing activities as a basis for long-term success of enterprises in a dynamic marketing environment.

Analysis of recent publications on issues. The scientific work of modern scholars highlight the strategic approach to quality management of marketing activities of enterprises, namely the theoretical aspects of marketing (Kotler, P. Doyle, S. Dybb, LV Bala-

banov, A. Voychak, VG Gerasymchuk, GA Dimitrenko, PS Zavyalov, AF Pavlenko et al.), the problems of a strategic approach to quality management (Ansoff I., K. Bowman, AS Vihanskyy, VD. Nemtsov, Sadyekov AA, AA Thompson, Z. YE. Shershnev, AA Shubin et al.) and aspects of strategic management of marketing activities (Hyebye J., F, J Lamben, VV Kholod etc.).

The purpose of the article — to analyze the management of enterprise marketing activities and identify strategic approach to improving its quality.

The statement of basic materials. In the implementation of economic reforms in Ukraine all enterprises increasingly recognize the need for change management based on scientifically based procedures for their predictions, regulation, adaptation to external conditions change. It is uncertain environmental factors and dynamic markets of Ukraine causing considerable relevance today use the concept of quality of strategic management.

Setting strategic objectives of enterprises Ukraine gets in terms of transformation of market relations special relevance. These goals and directions of development in this period should be determined by new inherent market

elements. The task of the world market facing domestic enterprises requires not only enhance product competitiveness, but also active use of methods-house planning and management based on their strategic development.

Strategic management of the company focuses on efficient operation in the future and considers it as a system that determines its configuration and orientation of the target, depending on changes in the external environment.

It is advisable to note the following definition of strategic management – the process of planning, organization and implementation of strategic changes and to control the mission and achieve the objectives, policies and strategic priorities.

In current conditions the need for high-quality marketing approach to strategic management due firstly stiff competition as a consequence of the globalization of business. Global firms are considering the world as a whole, which erases national differences, is the standardization of consumption. Global firms products are sold in all countries of the world and is an important factor of competition in national markets. Resist the pressure of global commodities companies can only acting in similar methods, developing effective marketing strategies.

Second, the fact that among the functional areas of marketing the company paid a special place. His leading role stems from the importance of the market as a decisive factor for success. This suggests that marketing is not only one of the functional areas, but management concept for the whole enterprise.

Thus at the present stage of market economy in Ukraine is necessary to use

an integrated approach for quality strategic management of marketing activities.

High-quality strategic management of marketing activities on the one hand based controls marketing activities, and the other is already a part of strategic management.

Therefore, it is appropriate to allocate the following definition quality strategic management of marketing activity of the company – management process is establishing a balance between strategic marketing objectives and strategic potential of the company.

The main idea of the transition from operational management to quality strategic idea is the need to transfer the attention of senior management of “internal” problems of the problems of the environment to react to changes that occur in it.

The strategic management of marketing activity is the management through strategic management, marketing, and best practices and activities should be based on feedback each stage and controls implemented within it.

Despite the differences in approaches to modeling qualitative strategic management of marketing activity in each model, there are three stages of strategic management of marketing activities:

- the architecture of strategic management of marketing activities (development and implementation of strategies);
- strategicmarketing management activities or organizational system settings according to the chosen strategy (implementation mechanism for strategic management of marketing activity);

- audit the strategic management of marketing activities (assessment strategies and monitoring of policy measures).

Strategic architecture described in his writings still Hamel and Prahalad as follows: "... the strategic architecture of shows what opportunities it needs to step up right now, which demands new groups of consumers begin to understand immediately that explore new channels today, which new seek development priorities at the moment to seize the future. "Thus, the strategic architecture – it is essentially a master plan for the deployment of the new features of the new competencies or moving existing ones, and the new configuration of the system interaction with consumers" [1, p. 152].

Architecture quality strategic management of marketing activities is advisable to treat both organization and logical combination of features, functions, methodologies (technology) strategic management of marketing activities to meet the needs of the target audience and achieve the strategic objectives of the enterprise. This is the most important stage of the strategic management of marketing activities.

Effective enterprise strategy should be based on three pillars, which are the result of strategic analysis:

- correctly identified long-term goals;
- deep understanding of the competitive environment;
- realistic assessment of own resources and capabilities of the company.

Selection strategy involves the decision of three tasks:

- the first stage of forming a promising vision and mission of the company. Carefully formulated mission Company helps direct efforts towards enterprises that determined leadership;
- the second step in the development strategy is the formulation of strategic and financial objectives, which should reach the company. Formulated and agreed targets should be achievable, should be reserved terms and methods of their implementation. Targets are converted into the company's mission;
- the third step includes a strategy to achieve the objectives set in each area of the company [2, p. 29].

Marketing strategies have to focus the company on the maximum and timely adaptation of the dynamic marketing environment to achieve their strategic goals.

Thus, the content quality strategic management of marketing activity recommended assessed by the conceptual model of strategic management of marketing activities that includes the following elements: strategic architecture, strategic organization and strategic audit, each is considered in terms of information, functional, methodological, organizational and economic aspects.

The information content of the strategic management of marketing activities of the company is forming a marketing information system.

The marketing information system (MIS) – a system of relationships of people, equipment and instructional techniques that constantly works intended for the collection, classifica-

tion, analysis, evaluation and dissemination of relevant, timely and accurate information for use in marketing administrators to improve planning, implementation and monitoring of marketing activities [3, p. 118].

Functional content of the quality of strategic management of enterprise marketing activities is found in large-scale sequencing and superiority implementation of the main functions of strategic management of marketing activities.

Content management functions of strategic marketing activities depends on: the scale of production and marketing; competitive conditions; product lines; features of consumption and demand for the products of the company; nature of relations company with distribution network.

In literature there are different opinions on the functions of strategic marketing and strategic management, but at the same time functions of strategic management of marketing activities not allocated.

Research methodological content of the strategic management of enterprise marketing activity involves representing aggregate methods of investigation used in the strategic management of marketing activities.

I share the view [4, p. 121] that marketing research is the collection, processing, analysis and storage of data to justify marketing solutions to reduce uncertainty and risk, the operation of the enterprise market.

Thus, marketing research enable to develop the overall strategy of portfolio marketing activities carried out by the company, and therefore all align and optimize the strategic manage-

ment of marketing activities. The results also enable market research form the criteria of efficiency of marketing activity and analyze the effectiveness of each individual sphere of marketing.

Today, there is quite a number of marketing methods research elements of strategic management of marketing activities, which should be grouped as follows (Annex B8): matrix methods for assessing competitiveness and comprehensive model

Organizing the content of the strategic management of enterprise marketing activity detected in sequence using institutional leverage, ie the use of the enterprise organizational and administrative management.

So to implement marketing strategies the company should implement strategic changes, which are to be understood changes carried out during implementations strategies for achievement of the strategic goals of the enterprise existing state new desired state [5, p. 61].

Also be aware that the implementation of the strategic management of marketing activities of the company are the changes that appear first on the staff.

To support the chosen strategic direction of marketing activities appropriate to the head measures to overcome the possibility of resistance to change from employees. Namely, to hold a general meeting at which workers bring to the company goals, strategic advantages and prospects of implementation strategies of interest to the system of motivation. That is the task of leadership at this stage is support corporate spirit.

All policy changes require changes in the staff of the organization. The

company's management has set itself the question: How should the organization to decide to put its strategic objectives, as people have to change in the organization in order to place these changes.

In this regard, key areas of competency should be adapted to the new conditions. To this end, the company should be a system for recruitment / selection of staff and its phased plan. In addition, to evaluate personnel available in the enterprise, whereby employees distributed in three categories of specialists, of which:

- are able to fulfill future work;
- can gain the appropriate skills, abilities through training;
- unlikely to be able to adapt to changes in the environment and are candidates for the expiration of the enterprise.

For the first group raises the question – how motivated staff to successfully Organization could achieve its strategic goals as motivation of personnel directly related to the management systems and promotion of quality work in the organization. This feature is crucial for promoting strategic changes in the company.

To develop an effective strategy for managing enterprise personnel loyalty through improving indicators such as direct management and development of competences, adapted model of Kano.

According to this model, a product causes various types of satisfaction or dissatisfaction, depending on whether or not executed by the client's needs fully, or only partially satisfied or not performed [6, p. 184]. This view can be transformed to internal customers ie employees.

Investigation economic substance process management quality strategic marketing activities of enterprises is due to the use of resources and determining the effectiveness of their application.

The term “efficiency of the enterprise”, despite its pervasiveness, is treated not clear. The authors of Western literature to characterize purposes HR often use the term “economic” and “social” performance. This cost efficiency is understood as achieve results with minimal costs to the goals of the company – economic performance, stability, high flexibility and adaptability to ever-changing environment; social efficiency – as the interests and needs of consumers and employees.

At the present stage quality control marketing activities of the enterprise has a certain set of measures implemented by management to ensure the efficient functioning of the market, so “effective marketing activities” means:

- marketing Field set goals so that the best opportunities to link market situation of internal potential of the company;
- to plan all marketing activities and effectively organize their implementation to achieve the objectives of the company;
- time to do surgery in the course of marketing processes due to the circumstances and the situation that is changing;
- effectively control and use this data to analyze and evaluate the whole course of marketing in the enterprise, preparing the necessary adjustments to the objectives, means and methods for the future;

- encourage the efficient work of all staff to obtain maximum creative impact.

Apart from the obvious benefits of strategic management of marketing activities characterized by some drawbacks and limitations, which indicate that this type of management has universal application in all situations for solving problems that arise.

The main problems of implementation and quality control of strategic marketing activities in domestic enterprises in the emerging market economy are the following:

- quality strategic management of marketing activities in nature may not give an accurate and detailed picture of the future. The desired state of the enterprise — this is not a detailed description of its internal and external state of the emerging methods of strategic management, but rather qualitative wishes of the condition we would like it to be, what position to occupy on the market that have an organizational structure in which the business group include. All this together should determine whether the company will survive in the future competition or not;
- quality strategic management of marketing activity can not be reduced to a set of routine procedures and schemes; it has no narrative theory, that would give recommendations address specific problems or situations. As the practice of strategic management — a certain ideology of business and management, which every now perceived differently;

- for the implementation of the strategic management of marketing activities requires considerable effort and investment of time and resources. It is necessary to implement a strategic plan that clearly differs from the long-term plans and binding in all conditions. The strategic plan should be flexible and able to respond to changes inside and outside the organization. To develop such a plan requires considerable effort and costs, and create special services that monitor the external environment;
- mistakes in the strategic management of marketing activities increase sharply negative drawbacks. At a time when in a short time created entirely new products, dramatically changing investment trends, new business opportunities and disappear established consequences for mistakes are fatal strategic choice for the company.

Thus, lack of management support, lack of knowledge and skills personnel, lack of innovation in the enterprise, lack of funds, the discrepancy organizational structure and corporate culture, lack of information resources lead to difficulty and sometimes impossibility of forecasting. So, solving critical problems associated with the need to ensure the effective functioning of enterprises not only today but in the future depends on the development of methodologies and techniques of strategic management of marketing activities.

Conclusions. It is established that quality strategic management of marketing activity is management that

focuses activities on customer's needs, to achieve strategic objectives, ensuring long-term competitive advantage by developing and implementing marketing strategies and implementing strategic changes in accordance with a dynamic marketing environment. Model quality strategic management of marketing activity includes three phases: architecture, organization and management audit strategic marketing activities (assessment strategies and monitoring of policy measures).

Company quality control of strategic marketing activities is a process of adaptation to the selected company marketing strategies for their most complete and effective implementation. Conceptual approach to quality strategic management of marketing activity includes the following elements: architecture, organization and audit the strategic management of marketing activities, each of which is considered in terms of the following aspects: the economic aspect is the use of logistical, financial, labor, informational resources and determining their effectiveness application; organizational aspect is to use a sequence of organizational leverage, ie the use of the enterprise organizational and administrative management; functional aspect is massive consistency and superiority implementation of the main functions

of strategic management of marketing activities; information aspect is shaping marketing information system for strategic management of marketing activities; methodological aspect is to use a set of methods and techniques of research used in the strategic management of marketing activities.

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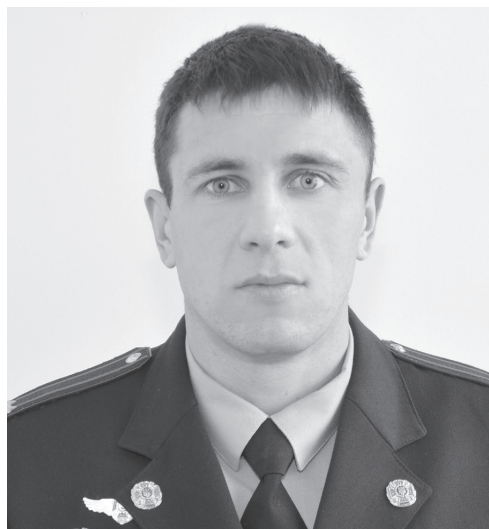
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MECHANISMS OF THE STAFFING PROVISION IN THE SPHERE OF PHYSICAL CULTURE AND SPORTS IN HIGHER EDUCATION FOR THE QUALIFICATION OF “BACHELOR”

Abstract. The analysis and synthesis of content, form, structure, training of specialists of physical culture and sport in the qualification of "Bachelor" in the formation of complex professional and applied knowledge and skills that enable the implementation of guidelines, organizational, communication functions in the management of at the level of organizations, institutions, enterprises sports profile in similar positions of civil service staff are conducted.

Keywords: the role of physical education, physical fitness, education level, educational and professional program management cycle training courses.

МЕХАНІЗМИ КАДРОВОГО ЗАБЕЗПЕЧЕННЯ У СФЕРІ ФІЗИЧНОЇ КУЛЬТУРИ І СПОРТУ У ВИЩИХ НАВЧАЛЬНИХ ЗАКЛАДАХ ЗА ОСВІТНЬО- КВАЛІФІКАЦІЙНИМ РІВНЕМ “БАКАЛАВР”

Анотація. Проведені аналіз та узагальнення змісту, форм, структури підготовки фахівців фізичної культури і спорту за освітньо-кваліфікаційним рівнем “бакалавр” у частині формування комплексу професійно-прикладних знань, умінь, навичок, які забезпечують можливість здійснення керівних, організаторських, комунікативних функцій у процесі управлінської діяльності на рівні організації, установи, підприємства фізкультурно-спортивного профілю, на відповідних посадах апарату державної служби.

Ключові слова: роль фізичної культури, фізична підготовленість, освітньо-кваліфікаційний рівень, освітньо-професійна програма, навчальні дисципліни управлінського циклу.

МЕХАНИЗМЫ КАДРОВОГО ОБЕСПЕЧЕНИЯ В СФЕРЕ ФИЗИЧЕСКОЙ КУЛЬТУРЫ И СПОРТА В ВЫСШИХ УЧЕБНЫХ ЗАВЕДЕНИЯХ ПО ОБРАЗОВАТЕЛЬНО- КВАЛИФИКАЦИОННОМУ УРОВНЮ “БАКАЛАВР”

Аннотация. Проведены анализ и обобщение содержания, форм, структуры подготовки специалистов физической культуры и спорта по образовательно-квалификационному уровню “бакалавр” в части формирования комплекса профессионально-прикладных знаний, умений, навыков, обеспечивающих возможность осуществления руководящих, организаторских, коммуникативных функций в процессе управленческой деятельности на уровне организации, учреждения, предприятия физкультурно-спортивного профиля, на соответствующих должностях аппарата государственной службы.

Ключевые слова: роль физической культуры, физическая подготовленность, образовательно-квалификационный уровень, образовательно-профессиональная программа, учебные дисциплины управленческого цикла.

Target setting. The model of the long-term training during study at the higher educational institution involves five stages. Taking into account the low level of physical fitness of graduates, the first obligatory stage is the general physical training. To understand the problem complexity, the creation of programs of professional and applied physical training should be approached from the position of consistency.

The graduate of the higher educational institution in the sphere of physical training and sports management should have the body of knowledge and skills that ensures the ability of the specialist to use the technique of business communication, public speaking, business administration; to implement the innovative technologies of management, marketing, advertising business under the market economy conditions; to manage the enterprise, organization of sports profile regardless of their form of ownership.

The teacher or head of any level in the sphere of physical culture and sports should have a wide range of knowledge that determines the specific features of teaching, coaching, instruction activities, on the one hand, and on the other hand to be competent in solution of issues and problems related to state control of the branch, economic, financial, legal, social and political aspects that stipulate the efficiency of the branch and direction of its development that is relevant for today.

Analysis of recent research and publications. V. H. Ariefiev, A. D. Dubohai, M. D. Zubalyi, T. YU. Krutsevych, A. S. Kuts, R. T. Raevskiy, S. M. Dombrovska, S. M. Synhaevskiy, B. M. Shyian, etc. dedicated their researches to improvement and development of the national system of physical education of children, pupils and students.

However, the specified researches, obtained results and developed scientific and methodological recommendations by the defined directions can be used to solve vital modern problems of the branch management, namely, to increase the efficiency of state authorities in development of physical culture and sports. At the same time, the systematic analysis of available sources indicates their too general or restricted professional nature. In addition, the theoretical fundamentals of state control of physical culture and sports in the higher educational institutions for students are considered at random, without the integrated approach that results in lack of scientifically substantiated conclusions, recommendations and proposals, which should promote the qualitative solution of tasks on the branch development.

The purpose of the article is to analyze and predict the long-term model of training of specialists in physical culture and sports in the higher educational institution for qualification of "Bachelor".

The statement of basic materials. The purpose of course "Physical

education” in the higher educational institution of III-IV levels of accreditation:

- sequential formation of physical culture of the specialist personality of corresponding education level (bachelor, specialist, master);
- knowledge of fundamentals of professional and applied physical training and ability to use them practically.

In order the students to achieve the purpose of physical education, the complex solution of the following tasks is provided:

- formation of understanding of physical culture role in development of personality and training for professional activities;
- acquisition of motive abilities and skills for assurance of general, professional and applied physical fitness, determining the psychophysical readiness of graduates of the higher educational institution for life and chosen profession.

The efficiency of this training is stipulated by its structure. The fitness formation is a continuous process that takes place stage by stage.

The model of the long-term training during study at the higher educational institution involves five stages. Taking into account the low level of physical fitness of graduates, the first obligatory stage is the general physical training. To understand the problem complexity, the creation of programs of professional and applied physical training should be approached from the position of consistency. Taking into account the objectives of our research, we performed

the analysis and summation of content, forms, structure of training of physical culture and sports specialists for the qualification of “Bachelor” in terms of formation of complex of professional and applied knowledge and skills that make possible to exercise the supervising, organizational and communicative functions during the management activities at the level of organization, institution, organization of physical training and sports profile at the appropriate positions of state service machinery.

The analysis of educational and professional programs, as well as educational and qualification characteristics of bachelor training in the sphere of physical culture and sports in the directions “Human Health”, “Sport”, “Physical education” (training direction 0102) and “Theory and methods of secondary education. Physical culture” (training direction 010100) showed that the graduate of the higher educational institution in the sphere of physical culture and sports management should have the body of knowledge and skills that ensures the ability of the specialist to use the technique of business communication, public speaking, business administration; to implement the innovative technologies of management, marketing, advertising business under the market economy conditions; to manage the enterprise, organization of sports profile regardless of their form of ownership based on the profound mastering the fundamentals of branches of law (commercial, labor, business, financial, administrative and others), content of economic and financial courses, fundamentals of corporate management. In connection with the

above, the specialists of the qualification of “Bachelor” in the sphere of physical culture and sports can hold the following executive positions: director (head) of enterprise, institution, organization of physical training and sports profile, head of sports facilities, director (head) of small enterprise in the sphere of health, education, culture and others [1] (Table).

“Human Health” is provided during mastering the content of training courses:

- “Fundamentals of administration and management of physical education and sports” in the amount of 54 academic hours and “Olympic and professional sports” in the amount of 81 academic hours;

Training courses that provide training of future specialists in the sphere of physical culture and sports for management activities

Bachelor training direction	Management cycle training courses (Number of academic hours)	% to total time
Educational and professional training of bachelor “Human Health” (0102)	Fundamentals of administration and management of physical education and sports — 54 acad. hours Olympic and professional sports — 81 acad. hours	1,56 %/ (8640 hours)
Educational and professional training of bachelor “Sport” (0102)	Fundamentals of administration and management of physical education and sports- 81 acad. hours Olympic sports- 189 acad. hours Professional sports — 108 acad. hours	4,36 %/ (8640 hours)
Educational and professional training of bachelor “Physical education” (0102)	Characteristics of the sphere of physical education — 81 acad. hours Professional activities in the sphere of physical education — 81 acad. hours Olympic and professional sports — 108 acad. hours	3,13 %/ (8640 hours)
Educational and professional training of bachelor “Theory and methods of secondary education. Physical culture” (010100)	Legal Studies- 81 acad. hours Economic Theory — 108 acad. hours Political Science -108 acad. hours Social Studies — 81,5 acad. hours Sports Facilities and Equipment — 54 acad. hours Management in the sphere of physical education- 54 acad. hours Organization and methods of recreational physical culture — 81 acad. hours	6,11 %/ (9288 hours)

The comparative analysis by number and content of the management cycle training courses in the above directions showed that the professional and applied training for management activities in the direction

- in the direction “Olympic and professional sports”: “Fundamentals of administration and management of physical education and sports” — 81 hours, “Olympic sports” — 189 hours,

- “Professional sports” – 108 hours;
- in direction “Physical education”: “Characteristics of the sphere of physical education” – 81 academic hours, “Professional activities in the sphere of physical education” – 81 academic hours, “Olympic and professional sports” – 108 academic hours;
- in the direction “Theory and methods of secondary education. Physical culture”: “Legal Studies” – 81 hours, “Economic Theory” – 108 hours, “Political Science” – 108 hours, “Social Studies” – 81,5 hours, “Sports Facilities and Equipment” – 54 hours, “Management in the sphere of physical education” – 54 hours, “Organization and methods of recreational physical culture” – 81 hours.

The state standards of specific directions of specialist training significantly differ both by number of training courses, and total time for their mastering, that, in turn, introduces significant corrections, when determining the number of hours for class and individual work of student, as well as selection of content modules, specific topics, scope of training material, forms of student work and forms of control of training activity results. The significant disadvantage of existing state standards, in our opinion, is a significant reduction of number of hours of social and economic training, which in terms of content and specific features provides the basis of professional readiness of specialist to management activities.

On the other hand, the variable part of educational and professional pro-

grams, which can provide the list of the management cycle courses chosen by the student or educational institution that creates the situation of disagreement from the point of view of the state requirements unity for the content of management training of future teachers, directors, government official in the sphere of physical culture and sports is specified. The state standard of Bachelor training in the direction “Theory and methods of secondary education. Physical culture” – 6,11 % of the total time provided in the educational and professional program is characterized by the largest specific share of number of hours for the management cycle courses, the smallest standard is in the direction “Human Health” – 1,56 %.

Another informative indicator is the comparison of the time given for mastering of the management cycle courses in the educational and professional programs with the estimated one according to existing methods [2, p. 196]. The comparative analysis showed that the estimated time for fulfilment of all academic tasks and achievement of the ultimate goal of education with qualitative mastering of education material for courses “Management and marketing of physical culture and sports”, “Economy of physical culture and sports” must be in the range of 135–the inconsistency between the scope of future specialists’ knowledge of the management cycle courses and the requirements specified in educational and qualification characteristics of the Bachelor training according to certain directions;

the insufficient formation of practical abilities and skills, general professional competence concerning the

management activities in the sphere of physical culture and sports;

the inability of graduates to perform the functions according to the occupied position in the sphere of management of physical culture and sports at the appropriate level.

Taking into account the variety of tasks, specifics of the activities in the separate subsystems of the sphere of physical culture and sports, it is possible to eliminate the above mentioned negative consequences through introduction of additional specialization in management activities to the system of specialist training using the hours of variable part of program, it will allow to direct a certain number of students to the future and further advanced specialization in the management sphere of physical culture and sports, with subsequent retraining in certain specialty and postgraduate training with the goal of professional development. The system of continuous education of highly qualified managerial personnel for the sphere of physical culture and sports provides educational and professional postgraduate training [3, p. 10]. The law stipulates that the educational and professional postgraduate training is the implementation of educational and professional program, which ensures professional development, retraining, internship and etc., on the basis of educational professional program of training of a qualified worker, junior specialist, Bachelor, Specialist or Master. The system of postgraduate education ensures permanent improvement of professional competence of specialists of the sphere subsystems based on the specifics of professional activity of different categories of workers in the

sphere of physical culture and sports: heads, civil officials, teachers of educational institutions, coaches in sports, recreational physical culture, sports doctors.

According to the analysis of the system of training and formation of organizational and managerial components of professional competences of future specialists of physical culture and sports, the important role in further professional development, increasing of efficiency of management activities of senior management of sphere is given to postgraduate education: retraining and advanced professional development of executives, managers, civil officials, physical culture and sports. Retraining, depending on the specifics of future activities, may include obtainment by the person of the second higher education in the sphere of physical culture and sports, or obtainment by the person of the second higher education (Bachelor, Specialist, Master) in other spheres related to the training of the executives, managers, civil officials, persons, who have basic or full higher education in the field of physical culture and sports [4].

In our opinion, a teacher or manager of any level in the sphere of physical culture and sports, regardless of ownership, must have a wide range of knowledge that define the specifics of teaching, coaching, instructor activities, on the one hand, and on the other hand – be competent in resolving issues and problems associated with state control of the branch and also economic, financial, legal, social, and political aspects that determine the efficiency of the branch and the direction of its development.

The issue of implementation of main provisions of the Bologna Declaration in the normative documents regulating the process of training of highly qualified personnel in sphere of physical culture and sports remains extremely relevant for improvement of the training system for specialists of branch of physical culture and sports. The implementation of the provisions of the Bologna Declaration will allow to expand the sphere of employment of specialists trained at higher educational institutions of Ukraine on the labor markets of the European Union countries. The creation of the single European educational space provides the transition to uniform education standards though introduction of a two-stage higher education system, the test credits system, standardized system of evaluating the success of educational activity of future specialists. The processes of European integration in the sphere of higher physical education should be based on the principles of mobility, autonomy with responsibility, basing of higher education on scientific researches, education throughout life, diversity, quality education, compatible qualifications, attractiveness [5]. The implementation of the whole assignment complex of improvement of the higher education quality in the branch should include:

- coordination and bringing to conformity of quantity of subjects, credits, total term of specialist training of the educational and professional programs to the standards of countries forming a single educational space;
- coordination and bringing to conformity of contents, credits,

forms of academic work, control, evaluation system of educational activities in specific academic subjects by deepening cooperation with universities of Europe;

- coordination of effective methods of research and quality evaluation of the higher physical education provided by the respective educational institutions;
- the creation of appropriate social and economic conditions for the participants of the educational process at the levels: education institution, student, teacher.

It should also be noted that under the concepts of “coordination” and “bringing to conformity” we mean the unification of educational communications at the level of principles and priorities in training of Bachelors and Masters, taking into account the recognized advantages of the national education system, ensuring of the peculiarities of formation, functioning and development of the national physical culture and sports in the content of training modules [6].

Conclusions. According to results of the conducted research concerning training the senior management in the sphere of physical culture and sports, we can make the following summation and conclusions:

- the system of training of highly-skilled specialists for the sphere of physical culture and sports requires legal regulation and improvement in terms of determination of economic, social and financial feasibility of provision of additional specialty in the sphere of physical culture

and sports to non-subject matter specialists.

- the educational and professional programs of the branch personnel training require structural optimization in terms of review of existing conceptual approaches to formation of the content, organizational and methodological, and procedural bases of specialist training for management activities;
- the processes of Euro-Atlantic integration of Ukraine require bringing to conformity with international standards of quality of the higher physical education, regulatory support for training of physical culture and sports specialists in compliance with initial positions of Bologna Declaration.

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CAPABILITIES OF THE NGO “UKRAINIAN ASSEMBLY OF DOCTORS OF SCIENCE IN PUBLIC ADMINISTRATION” TO INNOVATIONS IN UKRAINE

Abstract. This article reveals the possibilities of the NGO “Ukrainian Assembly of Doctors of Science in Public Administration” for the development and introduction of innovations in Ukraine. It demonstrates the potential scientists of the country possess for the introduction of foreign and domestic innovations. It shows the results of the assessment of foreign experts of scholars and students from Ukraine in humanitarian spheres. The article makes it possible to observe the content of the proposals of social organization of scientists. It demonstrates

the projects of the NGO “Ukrainian Assembly of Doctors of Science in Public Administration”, which were assessed by EU experts as risky for investment. Scientists of the organization were considered by EU experts as non-professional to implement these projects. The article shows that this opinion is erroneous, and the proposals are relevant in 2017. The implementation of the proposed projects would lead to different results in the development of Ukraine and its relations with the EU.

Keywords: NGO, project, the EU, think tanks, public administration, innovations.

МОЖЛИВОСТІ ГРОМАДСЬКОЇ ОРГАНІЗАЦІЇ “ВСЕУКРАЇНСЬКА АСАМБЛЕЯ ДОКТОРІВ НАУК З ДЕРЖАВНОГО УПРАВЛІННЯ” В ІННОВАЦІЯХ В УКРАЇНІ

Анотація. Ця стаття розкриває можливості громадської організації “Всеукраїнська Асамблея докторів наук з державного управління” для розроблення і запровадження інновацій в Україні. Стаття демонструє потенційні можливості вчених держави для запровадження зарубіжних та вітчизняних інновацій. У статті продемонстровано результати сприйняття зарубіжними експертами вчених і студентів України гуманітарних сфер. Наводиться зміст пропозицій громадської організації вчених. У статті подається основний зміст проектів громадської організації “Всеукраїнська Асамблея докторів наук з державного управління”, які були сприйняті зарубіжними експертами як ризиковані для інвестування, а вчені цієї організації були схарактеризовані експертами ЄС як непрофесійні для запровадження даних проектів. Стаття показує, що ця думка помилкова, а пропозиції актуальні у 2017 р. Реалізація запропонованих проектів призвела б до інших результатів як в Україні, так і для відносин з ЄС.

Ключові слова: громадська організація, проекти, ЄС, фабрики думки, публічне управління, інновації.

ВОЗМОЖНОСТИ ОБЩЕСТВЕННОЙ ОРГАНИЗАЦИИ “ВСЕУКРАИНСКАЯ АССАМБЛЕЯ ДОКТОРОВ НАУК ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ” В ИННОВАЦИЯХ В УКРАИНЕ

Аннотация. Эта статья раскрывает возможности общественной организации “Всеукраинская Ассамблея докторов наук государственного управления” в разработке и внедрении инноваций в Украине. Статья демонстрирует потенциальные возможности ученых страны для внедрения зарубежных и отечественных инноваций. В статье продемонстрированы результаты восприятия зарубежными экспертами ученых и студентов Украины гуманитарных сфер. Показывается содержание предложений общественной организации “Всеукраинская Ассамблея докторов наук государственного управления”, которые были восприняты зарубежными экспертами как рискованные для инвестирования, а ученые этой организации были охарактер-

ризованы экспертами ЕС как непрофессиональные для внедрения данных проектов. Статья показывает, что такой подход ошибочный, а предложения актуальны в 2017 г. Реализация предложенных проектов привела бы к другим результатам как в Украине, так и в ее взаимоотношениях с ЕС.

Ключевые слова: общественная организация, ЕС, фабрики мысли, публичное управление, инновации.

Target setting. Analysis of electronic information resources [1–4] shows that most of the world funds are invested in the development of technologies in several spheres: medicine, aerospace, military, biotechnology, nanotechnology, communications, climate change.

These publications demonstrated the role of universities and research centres in the development of their economies. Ukraine also has some potential. Statistical data showed, that Ukraine has a potential for introduction and spreading such innovations. Most funds are channelled for research in the fields of atomic power engineering, energy-saving, aircraft building and other machine building. In 2016, imports of new technologies from Europe to Ukraine have grown by 22 % [5].

During the period of 2000–2014, the number of applications for trademarks filed to Ukraine increased annually (except for 2014) and reached 380 thousand over the specified period. More than 18 % of them pertained to the manufacturing and agricultural processing fields [6]. According to the State Statistics Service of Ukraine, the macroeconomic indicators demonstrate Ukraine's need for introduction of scientific, technological and social innovations, since industrial production (in %% as compared to the previous year and January-April 2015)

constituted 21.5 %. 600 enterprises introduced innovative types of products; the number of such types constituted 3,661 names, of which 1,314 are new types of machinery, equipment, devices and instruments, etc. 137 enterprises introduced new, solely market-aimed products of 540 names. 125 enterprises implemented organizational innovations, while 157 enterprises – the marketing ones. 905 enterprises sold for the sum of UAH 25,7 bln of innovative products or 2,5 % of the total volume of industrial products sold. 295 enterprises sold products outside Ukraine, their volume constituted 29,2 % of the total volume of innovative products sold. Consequently, there is a high potential for forming a network of consumers of European innovations and scientific research. Ukrainian enterprises are interested in introduction of innovations and collaboration with foreign partners. Governmental support for such activities was active until 2013 [7]. Few resources are invested in the development of entrepreneurship, small and medium business, as well as non-for-profit entrepreneurship and enterprises of NGOs.

At the same time, non-governmental organization of scientists do not receive any order from the state for research and development on the problems of social planning and development of public

administration. They are not considered as think tanks. Many think tanks in foreign countries [8–11] help in meeting many problems of society on the basis of scientific methodology, such as the development and promotion of social services; the role and participation of the population in developing countries, fiscal policy and human settlements; introduction of scientific developments in the practice of public administration; solution of the most complex problems of states; involvement of youth into management process; conducting researches development.

Ukrainian public organizations of scientists do not have this status in the development of science and the impact on the country's GDP, as it is in other countries of the world. They have no governmental support and are not considered as governmental partners for the formation of the society and economics of Ukraine.

Analysis of the recent researches and publications, where the solution of the problem is initiated, and which serve as grounds to the author. Several centers and networks of European research and innovations are present in Ukraine, but they perform narrow tasks in a particular scientific field. They cannot bring to research non-governmental organizations. They are not always open and widely demonstrate their achievements. Many centers and networks are known in Ukraine, such as: Cisco and the European Centre for Nuclear Research, which jointly promote innovations in the field of next-generation computing [12]; Tempus supports innovation by improving the regulatory and legal framework for higher education in Ukraine [13]; CLS

Research Centre has the function of a central contact point for multiple research institutions [14]; the Research Centre of scientific and technical potential and history of science named after G. M. DOBROV of the National Academy of Sciences of Ukraine [15]. The Center “Kharkov Technologies” was established in 1998 with a support from the US Agency for International Development (USAID) on the basis of the STC “Institute for Single Crystals” of the National Academy of Sciences of Ukraine [16]; Scientific and Technical Center of innovative technologies in engines is engaged in the development and implementation of technology and processing of high-tech methods of hard materials [17]; iHUB is supporting a network of centers of innovation and entrepreneurship (iHUB is based on the initiative of Seed Forum in 2014, the global network of national non-profit foundations) [18]. The Center of European Integration and Cross-border Cooperation determines the main objective to promote public consistent assertion of the democratic foundations of the society development [19]. TheEco-IP platform brings together public and private partners from different countries in the matters of environmental safety [20].

These centers cannot provide the promotion and sale of innovations for 83,9 % of the enterprises of Ukraine. 83,4 % of higher educational institutions of Ukraine, 100 % of NGOs, who want to create social enterprises or SMEs are consumers of European innovations are too.

At the same time, participation of the public organizations of scientists in the development of social relations

and the economy of Ukraine are not allowed. Opposite to other countries of the world, these organizations do not have neither public nor private support of their studies. There exist many successful innovation centres in the world which are working in the following spheres:

- European Institute of Innovation & Technology (EIT)[21] strengthens cooperation and integration between partners in business, politics, science, higher educational institutions;
- creating an innovative environment which is able to turn ideas into products and services that provide growth and job creation is the matter of the Innovation Union – European Commission [22];
- support to innovative business development and growth, start-ups, creating a community of professionals is due to EBN | innovation network;
- training is the concern of the European Innovation Academy;
- the company Huawei is engaged in opening a network of innovation centers in Europe [23];
- providing a wide range of services and activities for web entrepreneurs is the business of the European Innovation Hub – Center of European Innovation [24];
- introduction and promotion of the most interesting and successful projects on the market is the business of ZSI – Centre for Social Innovation [25];
- the social The Flagship BOOST Academy Program For Entrepreneurial Non-Profit Organiza-

tions conducts creation and use of the social base of innovative proposals in education, manufacturing, trade, light industry, electronics [26];

- the study of creation and support of partnership projects is the capacity of Young Foundation [27];
- the creation of students project teams is the responsibility of the Center for Global Eco-Innovation [28];
- the creation of a common space for organizations and individuals working for social innovation projects is the matter of the Centre for Social Innovation [29];
- development and creation of virtual offices is the task of the Eco Innovation Center [30];
- The Melting Pot is engaged in establishment of a joint working space for individuals and organizations that are implementing innovative projects [31];
- Association of innovative organizations and people around the world through events, seminars and innovation consulting is the business of the Social Innovation Exchange [32];
- carrying out consulting and support services for businesses and organizations is the matter of Greenovate Europe [33];
- Building Change Trust conducts promotion of extensive resources for social innovation [34];
- support and examples of innovative social projects is given by The Social Innovation Partnership [35];
- guidance, context and background for the implementation

of projects is carried out by UN-DP Workshop Toolkit [36];

- creating a dialogue with practitioners in the field of development of civil society organizations is the business of Voices from Eurasia [37];
- to create an Internet platform to promote change and innovations among participants from different branches to create a positive impact on the development of the project is the responsibility of the Planet for Change [38];
- ten of the most innovative NGOs in the world render NGO assistance for innovative research in the field of health, education, protection of people's rights and children, etc. [39].

Ukraine has no such powerful and versatile innovation centers. The saddest thing is that foreign experts do not see the potential of Ukrainian scientists and public research organizations in the organization of such centers. Business enterprises are focused on the implementation of European innovations in the field of engineering, agriculture, pharmaceutical industry, ferrous and other precious metals, light goods, woodworking, pulp and paper and chemical industries, printed materials, energy, mineral raw materials, products, ferrous and non-ferrous metals, stones, glass, ceramics; freight forwarding services; print production. European social innovations in construction, health, mining, light and other industries, printed products, the creation of social banking and business angels, education, training, activities of NGOs, social business, social entrepreneurship, attracting NGOs to re-

search activities and innovation, the introduction of mechanisms of European innovations in Ukraine, youth social innovation business development, management of the state are out of sight of Ukrainian innovators.

The purpose of the article is a demonstration of capabilities of the public organization "Ukrainian Assembly of Doctors of Science in Public Administration" in addressing social and public issues and its role in the EU's scientific research.

The statement of basic materials. Public research organizations of Ukraine have a great potential, but do not see it in the bodies of power of Ukraine and the EU. The experience of the "Ukrainian Assembly of Doctors of Science in Public Administration" shows that EU experts do not take seriously our capabilities. We gave a few projects for EU programs. All of them were dismissed as risky. EU experts consider a low potential for staffing the project risk, namely they see us, doctors and candidates of sciences of public administration, non-professional. They also believe that there is a risk in the return of invested funds. The risk for them is the process of capitalization of our ideas and proposals. And the most amazing thing is that EU experts believe that containment issues of legal and illegal immigration of labor from Ukraine to the EU are not relevant for the EU. We had given projects 8 months before the EU started to have problems with illegal immigrants. We wrote that immigration is a problem for the EU and we want to work out a methodology to solve this problem by the example of our country. We realize now that we were right, we do ex-

act socio-political predictions, and our scientific and practical level does not pose a risk to the EU and it is important and significant for the EU. In fact, we showed that if EU experts work together not only with the individual universities, and cooperate with public associations of scientists, they will be able to prevent a lot of internal and external social and political problems.

The “Ukrainian Assembly of Doctors of Science in Public Administration” has a considerable potential to influence socio-economic processes and capitalization of researches. The “Ukrainian Assembly of Doctors of Science in Public Administration” is represented by its branches in 16 administrative-territorial units of Ukraine (Poltava, Sumy, Kherson, Kharkiv, Khmelnytsky, Ivano-Frankivsk, Rivne, Odessa, Lviv, Kyiv, Dnipropetrovsk, Zhytomyr, Transcarpathian region and the city of Kyiv) in many universities and institutes.

Scientists who member in the “Ukrainian Assembly of Doctors of Science in Public Administration” are from various educational institutions such as Pomeranian Academy in Slupsk, Ivano-Frankivsk national technical university of oil and gas, Kherson National Technical University, Odessa Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, Lviv Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, Kharkiv Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, Dnipropetrovsk Regional Institute of

Public Administration of the National Academy of Public Administration under the President of Ukraine, Kiev national trade-economic University, National Academy of Public Administration under the President of Ukraine and others. They have experience working for the government, business, in politics. Their students receive the second higher education and work. They are potential users of the project results and the target group. They work in business enterprises, government, and education. Many of them are members of different NGOs. They can provide propaganda benefits of the European research and innovations in the business environment, public administration, education, NGOs [40].

The “Ukrainian Assembly of Doctors of Science in Public Administration” has concluded a number of cooperation agreements with such partners as: Interregional Academy of Personnel Management, National Academy for Public Administration under the President of Ukraine, Kherson Technical National University, National Service of Mediation and Reconciliation, Supreme administrative court of Ukraine, Mukachevo district state administration of Zakarpattia region, The Association of Aid and Assistance to the Economic Initiatives, Khmelnytsky University of Management and Law, State Property Fund of Ukraine, Solomianka district in Kyiv state administration, Polisk district state administration of Kyiv region, National Independent Trade Union of Transport Workers, School of higher education “The National Academy of Management”, Confederation of private schools of higher education, O. M. Beketov

National University of Urban Economics, Sloviansk City Council, NISPACEE, TAIEX, Global Development Network. In cooperation, they conduct All-Ukrainian, regional, international industrial conferences, symposia and workshops, directed at solving the state-management problems in different sectors of society.

This collaboration makes to create an innovative environment in Ukraine, and to ensure a strong presence of European institutions in the field of science and innovation. The “Ukrainian Assembly of Doctors of Science in Public Administration”, together with the Interregional Academy of Personnel Management, is a co-founder of the scientific journal “Public Management”. The editorial board includes 55 doctors of science from Ukraine, Poland, Georgia and Bulgaria. It provides coverage of the results of innovative research of the scientific community of Ukraine.

We unite representatives of public organizations, politicians, managers and business people. They can provide a space for the work of the Centres of innovations and its network of offices. They can build a communication between European organizations, academics, businesses, politicians and governmental officials to develop and test a model of public / private financing mechanisms for the Centres of innovations and its branches. They can provide a large representation of stakeholders in European innovations and research for seminars, training camps and consultations in all regions of Ukraine.

The “Ukrainian Assembly of Doctors of Science in Public Administration” proposes development and implementation of several projects to stabilize

socio-political processes, and capitalization of research. The first project is the creation of the Multi Innovation Centre of European research and innovations with a network of representative offices on the territory of Ukraine and IT-platform. It will provide an opportunity to introduce the European innovation business, entrepreneurs, scientists, researchers, NGOs, politicians and others. The scientists will be supported in the development of collaborative research in various fields. Business people will receive information about innovations advantageous to their businesses and participate in joint research. The Center’s activities will focus on advocacy, awareness-raising and promotion of European innovations on the market of Ukraine in the socio-economic sphere. The Center gives the opportunity to get the support of politicians and governmental officials in the promotion of European innovations to the Ukrainian market and in public life. The Center provides the opportunity to expand the impact of the results of research and innovation projects by creating conditions for entering the Ukrainian market (83,9 % of enterprises, 100 % NGOs, 61 % of SMEs, 83,4 % of higher educational institutions of Ukraine). The Center can influence the market on the whole territory of Ukraine and create conditions for the promotion of European innovations on the whole territory of Ukraine. The proposed project is large-scale. It will create a market for European innovations. The Service Center will be open on equal terms for all EU member-states and associated countries, and their organizations. The Center will not duplicate the activities of existing Centers in Ukraine.

The target audiences of the project are business people, entrepreneurs, academics, researchers, students, post-graduates, politicians, NGOs, government, public servants. This project will also contribute to creating conditions for the provision of new jobs in Ukraine, youth employment, improvement in their lives, as well as shaping modern European thinking in them. This project supposes equal conditions for all project participants. The target audience can obtain information about European scientific innovations and use them in their professional activities and their own future. The target audience will be attracted to the promotion of innovations and researches in all aspects of the society. It is social significance of the project. The Center will offer a range of services throughout the territory of Ukraine for the entire target audience: spreading information about European social innovations; conducting educational activities for the target audience in organizing partnership with all stakeholders to implement European social innovations; assistance in building partnerships for the stakeholders in the implementation of European social innovations; conferences, seminars, round tables and consultations for the promotion of European social innovations on the markets of Ukraine; creation of IT-platform for the exchange of experiences and best practices in the implementation of European social innovations; creation of readiness for the introduction of innovations at the workplace and in the society; involvement of the civil society in the work of scientific innovations; promotion of European social innovations into All-Ukrainian market.

The results of the project are expected as: developing models for promotion of European social innovations into the social and economic spheres of Ukraine; creating a model of the civil society participation in research projects and promotion of European innovations onto the market of Ukraine; creating a network of Centers for the promotion of European social innovations throughout Ukraine; engaging a wide range of participants in the implementation of European social innovations and sharing knowledge and experience; creating a model of the civil society participation in research projects and the promotion of European innovations on the market of Ukraine; formation of a community of professionals who will always help stakeholders promote European social innovations onto the Ukrainian market; effective spreading of knowledge in order to improve practices and policies in the promotion of European social innovations; creating an online community of innovators in business, entrepreneurship, higher education institutions, research institutions, NGOs, students, scientists, researchers, politicians, public figures and officials; creating a model of the civil society participation in research projects and the promotion of European innovations on the market of Ukraine; promoting European innovations on the market of Ukraine; creation of conditions for acquisition of these innovations.

Systematic approach to the research allows to select elements of the system promotion of European social innovations in Ukraine; to create a subsystem which will affect the process of promoting innovations and creation of communities that are implementing these innovations; to determine an interaction of

the subsystems and their internal structure and links; to set the level of integrity and scope of the system, which will be measured as a quantitative, qualitative and financial performance; to build stable relations with other systems (the state, politics, society, customers). The Center will be a multi-functional system for the promotion of European social innovations onto the Ukrainian market.

It is especially important to cooperate with the authorities in the matters of innovations in the sectors such as: social entrepreneurship, social banks, business aspects, construction, light and woodworking industry, health, education and so on. The authorities make decisions that allow the introduction of many innovations in accordance with the laws of Ukraine. Also, the government can take the initiative and lobbying of the necessary legal acts, which are required for the development of the project. NGO-partners such as the Association of Aid and Assistance to the Economic Initiatives, Confederation of private schools of higher education are potential consumers of European innovations, including social ones. Their participation will make it possible to capitalize certain European innovations on the early stages of project development and establishments. These NGOs can also attract other projects, thus expanding the target audience, which is the largest part of the consumers, who require European innovations. According to the official statistics of Ukraine and Euro stat in this field, the opportunity to innovate is 100 %.

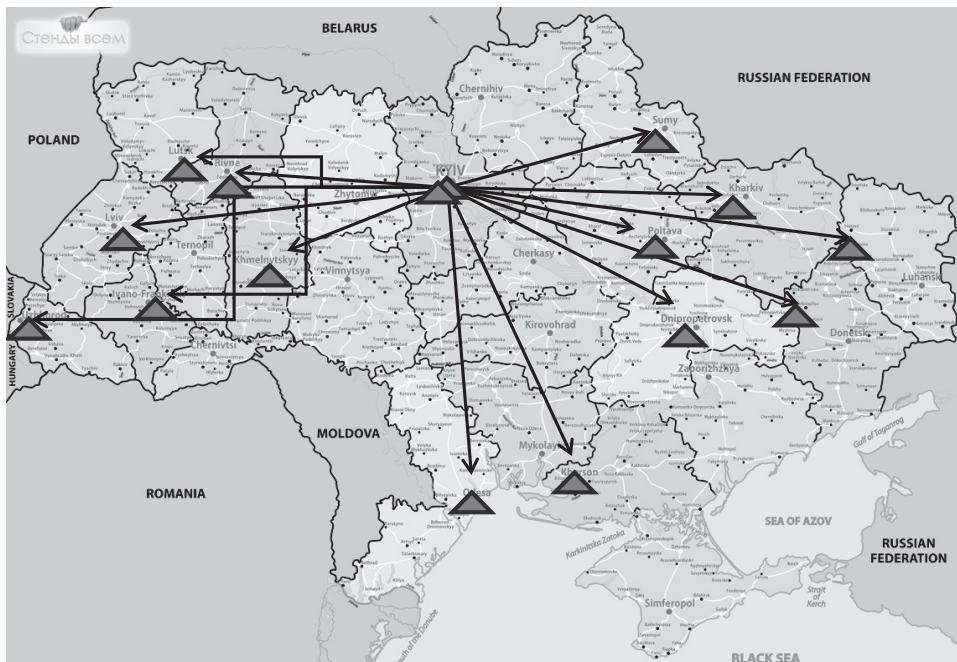
Higher transparency and prestige for European researches and innovations and its actors in multinational regions of Ukraine will be ensured through the

creation of a central office of the Center in Kyiv (capital of Ukraine) and its branches in 16 regions of Ukraine, where there are regional offices of the Assembly of Doctors of Science in Public Administration (Poltava, Sumy, Kherson, Kharkiv, Khmelnytsky, Ivano-Frankivsk, Rivne, Odessa, Lviv, Kyiv, Dnipropetrovsk, Zhytomyr, Transcarpathian region). Informational and advocacy work of these centers will provide an opportunity to demonstrate prestige for European researches and innovations in promoting social innovations into the socio-economic development of Ukraine. Presentations for local governments will help expand the target audience because there are many business people besides deputies and representatives of state enterprises. This audience is able to capitalize on certain European scientific innovations. This is especially important for the promotion of social innovations. The latter in Ukraine are understood only as work of social departments of the government, which provide materials and technical assistance to the needy, as well as the construction of social facilities on the principle of public-private partnership. Establishment of the IT-platform of the Center for the promotion of European innovations and research will enhance the achievement of the expected results.

For the capitalization of European innovations in Ukraine, it is very important to build partnerships with a number of innovation centres in Europe and the world. The "Ukrainian Assembly of Doctors of Science in Public Administration" has sufficient human resources, scientific potential and cooperates with many stakeholders for the achievement of expected results.

The structure of the project will be built on the network principle. Central management of the project will be carried out in Kiev. Branches of the Center will be established in 16 regions of Ukraine, which currently have territorial offices of the Assembly. They are in Poltava, Sumy, Kherson, Kharkiv, Khmelnytsky, Ivano-Frankivsk, Rivne, Odessa, Lviv, Kyiv, Dnipropetrovsk, Zhytomyr, Transcarpathian region and the city of Kyiv. The total number of Assembly members is 44 people. There are doctors and candidates of science of public administration. They give lectures at many universities and institutes of Ukraine, such as Pomeranian Academy in Slupsk, Ivano-Frankivsk national technical university of oil and gas, Kherson National Technical Uni-

versity, Odessa Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, Lviv Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, Kharkiv Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, Dnipropetrovsk Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, Kyiv national trade-economic University, National Academy of Public Administration under the President of Ukraine, etc. They embrace most regions of Ukraine (Fig.).



- Distance from the capital city of Ukraine Kyiv
- ▲ Cities – regional centres, in which there are branches of the Assembly; where the centre will set up its branches

There is management structure in the project

The principle of network organization allows for more coverage of the target audience of the project on the territory of Ukraine. This will reduce the transportation costs of the communicative actions with target audiences. Each task of the project, each type of project work will be performed equally by all Center's offices. Developing solutions will be carried out jointly.

The following project solves the problem of youth employment and the exchange of innovations between states. It supposes the creation of the E-portal "The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises", which is to give equal conditions for all the project participants. The project objectives are: to involve innovative youth in practical participation in the economic development of Ukraine and Europe by introducing innovative ideas and projects into the domestic and foreign markets, including those intended to set up and support social enterprises; develop models of lobbying innovative ideas and projects of young people in order to create a new domestic intellectual product market for business and social enterprises; involve NGOs and investors, politicians, representatives of authorities and others in the development of social and public economy in Ukraine and Europe, in order for NGOs to make their contribution to the GDP of Ukraine as they do in the EU countries; develop a practical model for changes in the market activity strategy of small enterprises; create an e-portal for services, consultations and lobbying projects and interests of innovative youth, investors, business people, as well as

social enterprises; launch the E-portal "The International Centre to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises"; show examples of successful youth social enterprises, innovative ideas, solutions and projects fostered by the E-portal "The International Centre to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises".

Ukraine lacks the European understanding of a social enterprise. Business enterprises fulfilling governmental orders are termed as social enterprises. NGOs also execute governmental orders for social services but they do not make up their own social enterprises. Only NGOs for the disabled can set up their enterprises. The rest of the NGOs may not create social enterprises because they do not enjoy the same conditions as the disability NGOs do. There currently exists economic inequality for different NGOs in Ukraine. Some NGOs formed their enterprises but they did not know how to properly distribute profits and how to correctly pay taxes, therefore, they shut down at the initial stage of their development. The legislation of Ukraine provides favorable conditions for social entrepreneurship development, including that among young people.

Our experience has demonstrated a lot of potential in young people who are ready to work for the economic development of Ukraine and Europe. Many other organizations have also held competitions of innovative youth projects. Nevertheless, such youth activities have not been further developed in Ukraine. We consider the lack of a single Center, which was meant to

support youth ideas aimed at setting up social enterprises, as the primary cause of failure of such initiatives. We must note that our work experience is unknown outside Ukraine, in particular in the EU.

Our project to set up a small social enterprise, the E-portal “The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises” will create conditions for formation and development of social and public economy in Ukraine, where young people with their scientific research innovative solutions will take the core segment. This Center will be designed to seek and promote talented young people, as well as lobby their interests among foreign and domestic investors. It will also contribute to creating conditions for the provision of new jobs in Ukraine, youth employment, improvement in their lives, as well as shaping modern European thinking in them.

Ukraine does not have social enterprises that would assume responsibility for social problems and solve them without governmental assistance using the funds earned on their own. The NGOs’ potential is not exploited to solve the problems of employment, poverty alleviation, social capital generation, social and public economy, and transfer of social problems of the state on NGOs.

Creation of the E-portal “The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises” will help young people arrange their activities after the pattern “profit + benefit for the society and the state”; lay foundation for shaping new social

and economic thinking in the Ukrainian youth and develop responsibility for the economic status of Ukraine; attract attention of politicians and authorities to solving social problems with the involvement of young people and social enterprises of NGOs.

Consequently, it will be a totally new model of organization of small and medium-sized businesses for Ukraine, as well as a new type of partnership among business, youth and NGOs. This project will enable Europe to get information on innovative ideas, engineering and other creative ideas of the Ukrainian youth, which can be applied at enterprises and in the society of the EU. A wide range of projects, scientific ideas of which are easily capitalized, will be presented.

The final product of the project will represent opening of the E-portal “The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises” with online services, consultations and lobbying the interests of innovative youth. Such a center is intended to collect information on scientific and practical solutions achieved by youth; look for investors for such solutions; introduce these solutions onto the domestic and world markets; lobby the interests of young people among Ukrainian politicians and authorities and the EU; create demand for youth innovative products in Ukraine and abroad.

Creation of the E-portal “The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises” has two aspects. The first one consists in practical formation of a new model of small enterprises. The second one aims

at striking out a new scientific field in Ukraine in the context of decisions of the European Social and Economic Commission. The proposed Center will become an experimental research and practical platform for students, post-graduates, scientists, innovative youth, business people, investors, politicians, representatives of authorities, socially active persons and other NGOs. This project differs from those executed in Ukraine and Europe. It aims to create conditions for innovative youth development and utilize their potential in the interests of the economies of Ukraine and the EU, as well as to involve specialists in practical work. This project is within the range from 'idea to application' and concerns TRL 3 – experimental proof of concept. A new service is offered to the market.

Several approaches will be taken as part of this project: checking of the efficiency of the present concept for creating public economy at the expense of NGOs; implementation of a pilot project; scientific research; incentives for participation of the project ultimate consumers and prospective customers; demonstrations of the possibilities of the project.

It is planned to garner the following social effect due to the project implementation: to build a database of innovative youth projects, meant to develop all sectors of economy; to build up an established opinion among young people that it is possible to achieve success and improve their life, making use of their potentialities in Ukraine; to draw attention of Ukrainian and European politicians and authorities to the capabilities of young people, who are willing to create and develop social

enterprises; to create a web community of innovative youth able to influence economic changes within the country and in the EU.

The economic effect of the project implementation is planned as follows: to show examples of capitalized youth ideas and solutions that became successful due to the E-portal “The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises”; to show examples of successful youth social enterprises and innovative ideas and solutions, which would arise in the course of the project implementation, which emerged due to the E-portal “The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises”. There is planned also using in the activities of the E-portal “The International Center to Support Youth Ideas and Projects for Business and Establishment of Social Enterprises” the strategy “to be the first to enter the market and capture it fully and completely,” since it is a new service for Ukraine, while there is very little information in the EU on youth innovative solutions that can be capitalized (or it is also possible to use the strategy of “ecological niche,” insofar as such a niche is unoccupied); building a large database of the intellectual product that can be capitalized, as well as a large database of potential investors and buyers of the youth intellectual product. There would be organized a system of online training in preparation of projects, which can be carried out subject to two conditions: basic level – free of charge; advanced level – paid; fulfilment of the requests lodged by business people and

investors, namely, to look for certain ideas and proposals will constitute a certain segment of the portal's profit. In case of a successful purchase of an idea or an innovative proposal by an investor, its author may receive payment or investments to continue research. And finally, opening of an online job search line for innovative youth, which can also become a source of income for the small social enterprise establishment project we propose.

Innovative youth, potential investors and intellectual product buyers, business people, scientists, students, postgraduates, NGOs, representatives of Ukrainian authorities, and politicians will be service consumers upon the project completion. Also, entry-level specialists wishing to gain knowledge and experience in working with social enterprises in Ukraine and the EU countries can be potential service consumers. An increase in the number of services, decrease in their cost, reduction of the time for their delivery, provision of services in the online mode from anywhere nationally and globally will be the core economic benefit. It is planned to use the E-portal set up in the course of the project implementation as a unique trade outlet. The existing market segment will constitute the intended market type: provision of a package of consultancy services, training and electronic commerce services when lobbying youth innovative ideas. There will also be a new market segment, i. e. introduction of youth innovative ideas and projects into markets of Ukraine, the EU and the world.

This niche is absolutely unoccupied on the Ukrainian market. Such entities and organizations do not exist. The

potential for the market growth is very high. Students, postgraduates, senior pupils and students, their teachers and scientific advisors, as well as the business community and governmentally-owned enterprises permanently needing innovations in the course of their operation are potential customers.

This project is oriented to the European labor market. Development of social enterprises in Ukraine will create additional employment and materially affect the labor market, which will lower the level of migrant workers heading for the EU countries. It is planned to develop cooperation with similar centres of the EU countries in order to render services to investors, as well as exchange experience. There are no main competitors in the Ukrainian market. Since the proposed product and services do not exist in the Ukrainian market, and the public economy sector has not yet taken shape, the most likely market barriers will be those associated with preferences of the service consumers (NGOs, investors, scientists, students, postgraduates, politicians, governmental employees etc.); barriers associated with the flow of demand for the service and research product; national policy in the area of innovations, investments, loans, taxes, prices, tariff and nontariff regulation of foreign economic activity and implications of this policy for specific services; low solvency of the service consumers; the significant amount of initial capital needed to start market activity. It is planned to overcome these barriers in the course of the project development through communicative events and formation of public opinion among young people and investors.

All these projects were not relevant for the EU in 2015–2016. EU experts have decided that the country's scientists and our students do not have enough capacity to develop such projects. All this testifies to the underestimation of Ukraine as an equal partner in the scientific community, and it shows a lack of awareness of EU experts and academics.

Conclusions. Now we can see the result of this approach to scientific innovation potential of Ukraine: reforms are poorly; most EU projects have not achieved the intended results; NGOs are not involved in the socio-economic development; think tanks have no impact on politics and economics; new public management has not received development. The recommendations of foreign consultants and experts are far from the reality of Ukraine. These recommendations are not being implemented by the authorities and the public. A different result would be obtained if researchers — Ukrainian scientists have been involved in the field of public administration. Practice has shown that the simple transfer of ideas from one country to another does not give the desired result.

Further studies will be conducted in the development of new and innovative approaches to the implementation of the results of scientific research of scientists in Ukraine and abroad. We can and must get out of the “grey” area of scientific research.

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COMPETITIVENESS AS A FACTOR FOR CHOICE OF UKRAINIAN YOUTH RECEIVE HIGHER EDUCATION ABROAD¹

Abstract. The author compared the country's competitiveness performance and competitiveness of higher education in the Global Competitiveness Index of the World Economic Forum (Switzerland) and ranking of global competitiveness Management Institute (Switzerland). For comparison, selected countries where

¹ Research done within here search theme of Kyiv National Taras Shevchenko University "16 BF 041-01. Modernization of philosophy and political science education and science of Ukraine on the basis of international educational and scientific standards". Research also a public examination of state policy in the field of higher education at the invitation of the Ministry of Education and Science of Ukraine ("Education and Science. Medium Term Plan priority actions of the Government by 2020". Project. Ministry of Education, 2017).

most foreign students among Ukrainian citizens. Determined, that competitiveness is an essential factor for the choice of the Ukrainian youth of the country for higher education. Instead, the competitiveness of higher education such influence is not.

Keywords: educational emigration, competitiveness, state education policy, public administration, higher education.

КОНКУРЕНТОСПРОМОЖНІСТЬ КРАЇНИ ЯК ФАКТОР ВИБОРУ УКРАЇНСЬКОЮ МОЛОДДЮ ЗДОБУТТЯ ВИЩОЇ ОСВІТИ ЗА КОРДОНОМ²

Анотація. Автор порівняв показники конкурентоспроможності країни та вищої освіти за Індексом глобальної конкурентоспроможності Всесвітнього економічного форуму (Швейцарія) та Рейтингом глобальної конкурентоспроможності Інституту менеджменту (Швейцарія) десяти країн, в яких серед іноземних студентів найбільше українських громадян. Визначено, що конкурентоспроможність країни є суттєвим фактором вибору українською молоддю країни для здобуття вищої освіти. Натомість, конкурентоспроможність вищої освіти країн такого впливу не має.

Ключові слова: освітня еміграція, конкурентоспроможність, державна освітня політика, державне управління, вища освіта.

КОНКУРЕНТОСПОСОБНОСТЬ СТРАНЫ КАК ФАКТОР ВЫБОРА УКРАИНСКОЙ МОЛОДЕЖЬЮ ПОЛУЧЕНИЯ ВЫСШЕГО ОБРАЗОВАНИЯ ЗА РУБЕЖОМ³

Аннотация. Автор сравнил показатели конкурентоспособности страны и высшего образования по Индексу глобальной конкурентоспособности Всемирного экономического форума (Швейцария) и Рейтинга глобальной конкурентоспособности Института менеджмента (Швейцария) десяти стран, в которых среди иностранных студентов больше всего украинских граждан. Определено, что конкурентоспособность страны является существенным фактором выбора украинской молодежью места для получения высшего об-

² Дослідження виконане в межах науково-дослідної теми Київського національного університету імені Тараса Шевченка “16 БФ 041-01. Модернізація філософської та політологічної освіти та науки України на основі міжнародних освітньо-наукових стандартів”, а також є громадським експертуванням державної політики у сфері вищої освіти на запрошення Міністерством освіти і науки України (“Освіта і наука. Середньостроковий план пріоритетних дій Уряду до 2020 року”. Проект.МОН, 2017).

³ Исследование выполнено в рамках научно-исследовательской темы Киевского национального университета имени Тараса Шевченко “16 БФ 041-01. Модернизация философского и политологического бразования и науки Украины на основе международных образовательно-научных стандартов”, а также общественного экспертирования государственной политики в сфере высшего образования по приглашению Министерства образования и науки Украины (“Образование и наука. Среднесрочный план приоритетных действий Правительства до 2020 года”. Проект. МОН, 2017).

разования. В свою очередь, конкурентоспособность высшего образования этих стран такого влияния не имеет.

Ключевые слова: образовательная эмиграция, конкурентоспособность, государственная образовательная политика, государственное управление, высшее образование.

Target setting. Number of citizens of Ukraine who choose a country of higher education another country grows each year. Each such school leaver other than education is also a potential labour immigrant. On the one hand, it simplifies access to higher education in the country, making Ukrainian higher education more mass, reduces pressure on the Ukrainian labour market, holding back from rapid depreciation and cheap labour, on the other hand, it deprives Ukrainian higher education and the economy of many possibilities, including, in particular, competition among applicants in higher education and profession, enriching the economy of intellectual capital and also effects on the country's competitiveness.

Analysis of recent research and publications. The country's competitiveness was investigated and examined by the following scientific groups, including National Institute of Strategic Studies under the President of Ukraine (Scientific Supervisor: Ya. Zhalilo) [14], the Institute of Economics and Forecasting of NAS of Ukraine (Scientific Supervisor: I. Kriuchkova) [16], the Competitiveness Council of Ukraine (Scientific Supervisor: Yu. Polunieieva) [21; 22, p. 23–27], Economic Faculty of Kyiv National University named after Taras Shevchenko (Scientific Supervisor: B. Bazylevych) [9] and the Centre of Market Reforms

(Scientific Supervisor: V. Lanovyi) [17]. A. Smagliuk investigated institutional factors influencing the country's competitiveness (political instability, lack of a developed business environment, incompleteness, lack of system of formation of the corresponding normative and legal base) [24]. Components of the Global Competitiveness Index (GCI) of the World Economic Forum (Switzerland) and Global Competitiveness Ranking (GCR) of Management Institute (Switzerland) from the point of view of detection of the analytical possibilities of the public policy research, in particular state policy in the sphere of higher education in Ukraine has not been the subject of a separate research.

The purpose of the article. Based on the analysis and comparison of the indices of competitiveness (national economies) and competitiveness of higher education, we need to identify the relationship of educational choice emigration of citizens of Ukraine and provide suggestions for possible adjustment of state educational policy in Ukraine.

Object of research: Indexes of countries' competitiveness due to the fact of public administration in higher education.

Subject: The relationship between academic emigration of citizens of Ukraine and the countries' competitiveness.

The statement of basic materials.

As you know, the economy determines the material basis of education. It determines the content of higher education in terms of the structure of disciplines and range of specialties and professions. The areas of technical specialties has been promoted and supported by the state in the last century. There were prestigious universities that train specialists with higher education for the needs of state. The state policy in the sphere of higher education was a decisive instrument of formation the 'market' structure of higher education. Today, due to changes in the social and economic situation in Ukraine and the formation of public opinion about the prestige of certain humanitarian and economic professions, these specialties have enjoyed soaring demand.

From the level of higher education directly affects the quality of human resources, and therefore, the state of economy and society [17]. Through the modernization of higher education, many countries (UK, Australia, Finland, Singapore, Japan and China) managed to make a qualitative breakthrough in the economic sphere. In modern terms, this dependence is growing.

In addition, the system of higher education, forming of a citizen, thereby having influence on the political sphere of public life. Higher education creates social and professional structure of society. Educational migration / immigration confirmed that higher education is a means of social mobility and social movements. 'The mission of education is to give everyone a chance to succeed' [23].

Both global analytic institutions the World Economic Forum (Switzerland)

and Institute of Management (Switzerland) defined national competitiveness of Ukraine in reports of 2016, as one that has a low capacity of the country and its institutions to ensure stable economic growth, which would be stable in the medium term.

According to the GCI in 2015 among 140 countries Ukraine took on the 79th place and the 34th aggregate according to the indicator 'Higher education and vocational training.' According to the GCR, Ukraine took on the 60th place according to the aggregate indicator and the 33rd place according to the criterion of 'education' from 61 countries. We made the ratio of the respective data from studies of educational emigration of citizens of Ukraine in 2015, with indicators of the GCI and GCR of the same year (Table 11) for determining whether the low competitiveness of Ukraine (the national economy) is effected in general, whether the relatively high competitiveness education indicators in Ukraine are effected to choice the youth of country getting the higher education and whether this choice depends on the indicators of the country competitiveness or its education system.

Comparison of positions of countries according to their competitiveness, selected by the citizens of Ukraine for educational emigration in 2015, according to the dates of analytical Centre 'CEDOS' (Kiev, Ukraine) [25] indicate that the evaluation of the higher education system is not decisive in the choice of school leaver a country for educational emigration.

In some cases, the general state of the country's competitiveness (national economy) and other factors can be af-

The ratio of education emigration indicators of citizens of Ukraine and individual criteria of competitiveness emigration indexes

(Source: compiled by the author based on [7; 8; 25])

Ukraine and the TOP 10 countries where the Ukrainian citizens are the most among the foreign students	Educational emigration (Percentage of students from Ukraine among the foreign students, dates in %, in 2015)	GCI (position in the ranking, dates in %, in 2015)	Higher education and vocational training (GCI, position in the ranking, in 2015)	GCR (position in the ranking, in 2015)	Education (GCR, position in the ranking, in 2015)
Ukraine	—	79	34	60	33
Poland	53	41	31	33	16
Slovakia	7	67	53	46	40
Russia	6.8	45	38	45	31
Moldova	6.4	84	79	—	—
Czech Republic	5.5	31	29	29	28
Estonia	5.1	30	20	31	13
Bulgaria	4.5	54	64	55	49
Hungary	4.3	63	57	48	36
Lithuania	4.1	36	24	28	17
Latvia	3.7	44	32	43	23

ected. For example, the choice of Poland is confirmed by the school leavers (53 % of foreign students are Ukrainian), evaluation of the education system according to the indicators of GCI almost corresponds Ukraine for its positions, but Poland also significantly ahead according to the total competitiveness index (Fig.). So, we want to de-

termine whether the low competitiveness of Ukraine (the national economy) is affected in general, whether the relatively high competitiveness education indicators in Ukraine are affected to choice the youth of country getting the higher education and whether this choice depends on the indicators of the country competitiveness or its educa-

tion system. We realized the number inversion of indicators and transferred into comparable values of educational emigration indicators for having the opportunity to conduct comparison and graphically represent results, taking into account that the GCI and GCR are built in the rankings in the opposite sense. That is percentage value according to the following formula:

$$GCI: X_n = ((140 - GCI_n) / \Sigma GCI_{1..10}) \times 100 \%,$$

Where X_n is the value obtained for individual countries according to the GCI ranking;

140 is a number of countries in the ranking (all GCI positions);

GCI_n is a position occupied by the country according to the GCI ranking;

$\Sigma GCI_{n_1, n_2 \dots n_{10}}$ is total amount (sum) of countries positions according to the GCI ranking.

We used the following formula for the calculation of values based on the GCR system:

$$Y_n = ((61 - GCR_n) / \Sigma GCR_{n_1, n_2 \dots n_{10}}) \times 100 \%,$$

Where X_n is the value obtained for individual country according to the GCR ranking;

61 is a number of countries according to the ranking (all GCI positions);

GCI_n is a position occupied by the country according to the GCI ranking;

$\Sigma GCI_{n_1, n_2 \dots n_{10}}$ is total amount (sum) of countries positions according to the GCI ranking.

The obtained findings can be considered fair for all but except Slovakia from the TOP 10 countries for choice of educational emigration by citizens of Ukraine in 2015. Our findings may also

reinforce the assumptions of analysts of the CEDOS Centre however, that, firstly, '2/3 of students studying at foreign universities, will find a way to continue their education, start training or find a job abroad'; secondly, 'their choice is closely connected with the model of investment in human capital (the education is also an investment in human capital as it increases future earnings), and the opportunities for getting education in Ukraine though is, but the return on education is lower than in the destination country. So they go to get education abroad with the intention to remain there permanently' [25].

The priorities of the Ministry of Education and Science of Ukraine to the draft of Medium Term Plan of Priority Actions of the Government by 2020 were promulgated according to the results of public discussion at the end of 2016. The Government announced the modernization of vocational education and steps to ensure the quality of higher education, evaluating the current social problem. The development of the Higher Education Standards (2017–2018), creating the Methodological Base and Practical Assistance to institutions of higher education for establishment the Internal Quality Assurance System (2017–2019), ensuring academic integrity, optimization of scientific results generalization, creation of the National Scientometrics System for providing enter for study at educational level of the Master of Law using the External Independent Evaluation (EIE) are defined by these steps [19].

Low competitiveness of Ukraine (the national economy) in general, with relatively high competitiveness

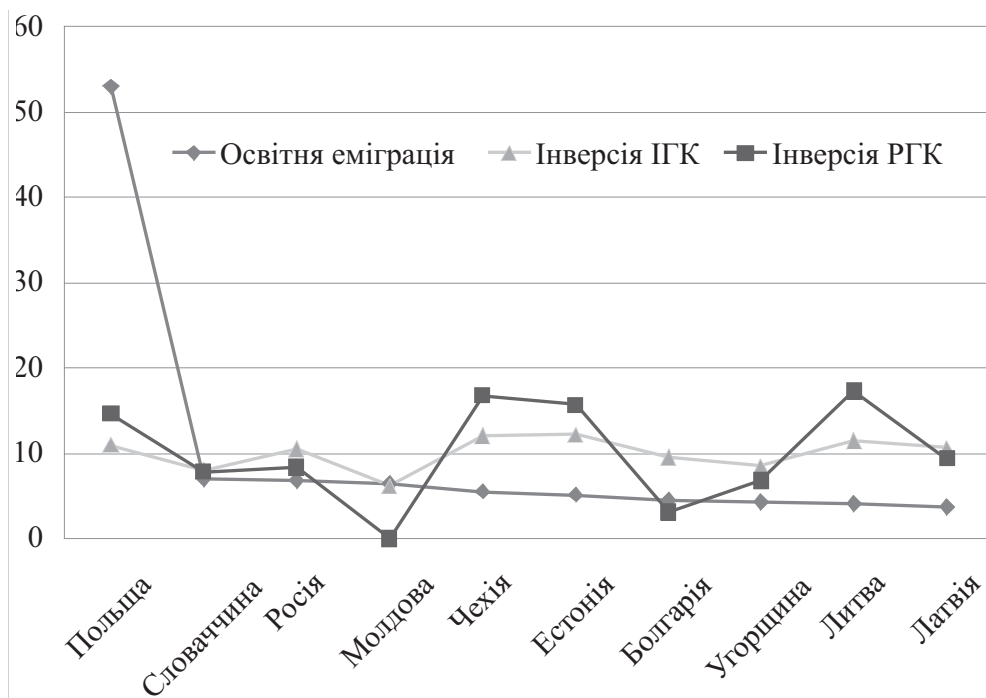


Fig. 1. **Countries' competitiveness as a factor of choice of the country for getting higher education of Ukrainian citizens**
(Source: compiled by the author based on [7; 8; 25])

of higher education in Ukraine significantly effects on the school leavers' selection for getting the higher education abroad. This option conditionally correlates with the high competitiveness of the country or its education system, in favour of which a decision about the educational emigration will be made on. By itself, the Higher Education Rating System is not the determining factor in school leaver's choice of the country for educational emigration.

Conclusions. The development of public policy in higher education and relevant measures for its implementation should be consistent with regard to the choice of citizens of Ukraine and educational immigrants. This concordance should be carried with priorities of related fields of policy. Firstly,

it is a support of effective educational emigration, protection of immigrants' rights as the citizens of Ukraine and promotion of the development of conditions for their eventual return. Secondly, promotion of sustainable development in Ukraine by the transition to a qualitatively different economic model based on an increase of abroad investment due to the systematic and consistent work with educational immigrants. Thirdly, the development of involvement strategy of intellectual potential of educational immigrants due to the promising sectors of the Ukrainian economy development. Prospects of scientific researches of this problem is a research of policies of foreign countries due to minimize the risks associated with the growth of educational

emigration and the analysis of the published regulations of the Ministry of Education and Science of Ukraine due to a draft of the Medium-term Plan of Priority Actions of the Government until 2020 in the part of education and science development. So, every Ukrainian educational labour immigrant is a potential immigrant.

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MANAGERIAL CHALLENGES OF EDUCATION (SCHOOL) DISTRICTS

Abstract. The article discusses the main aspects for the formation and development of such form of territorial education administration as an education (school) district. The main factors of its formation, especially in the conditions of decentralization reform in Ukraine are given grounds for. The structure and functions of the education district are studied. The recommendations on improvement of delegating, stakeholder relationships, reporting, resourcing, capacity building, planning, monitoring and evaluation, information system, school management are made.

Keywords: education (school) district, education management, decentralization reform in education, structure of education district, function of education district.

ВИКЛИКИ В УПРАВЛІННІ ОСВІТНИМИ (ШКІЛЬНИМИ) ОКРУГАМИ

Анотація. У статті розглядаються основні аспекти становлення та розвитку такої форми управління територіальною освітою, як освітній (шкільний) округ. Обґрунтовуються основні чинники його формування, особливості функціонування в умовах реформи децентралізації в Україні. Досліджуються структура та функції освітнього округу. Надаються рекомендації щодо вдосконалення делегування, відносин груп інтересу, звітування, ресурсного забезпечення, функціонування, планування, моніторингу та оцінювання, інформаційного забезпечення, управління.

Ключові слова: освітній (шкільний) округ, управління освітою, реформа децентралізації в освіті, структура освітнього округу, функції освітнього округу.

ВЫЗОВЫ В УПРАВЛЕНИИ ОБРАЗОВАТЕЛЬНЫМИ (ШКОЛЬНЫМИ) ОКРУГАМИ

Аннотация. В статье рассматриваются основные аспекты становления и развития такой формы управления территориальным образованием, как образовательный (школьный) округ. Обосновываются основные факторы его формирования, особенности функционирования в условиях реформы децентрализации в Украине. Исследуются структура и функции образовательного округа. Даются рекомендации по совершенствованию делегирования, отношений групп интереса, отчетности, ресурсного обеспечения, функционирования, планирования, мониторинга и оценки, информационного обеспечения, управления.

Ключевые слова: образовательный (школьный) округ, управление образованием, реформа децентрализации в образовании, структура образовательного округа, функции образовательного округа.

Target setting. At present the expanding of economic and financial autonomy of educational institutes in Ukraine (with the simultaneous strengthening of their responsibility), which requires adequate legal, organizational and economic support is a necessary condition for efficient use of public resources in the education system. The sufficient institutional capacity of each educational institute leads to: restructuring of the educational network; consolidation of schools by

combining incapacitated, depleted, ungraded schools, vocational and higher schools including forming of school districts [2, p. 19].

The strategic direction of the society on strengthening the role of the regions, the need to develop theoretical and practical foundations for regional systems of education, scientific awareness of the impact of regionalization on the level of educational performance fostered the approving of the new Regulation on an Education (School) District

that regulates the creation, management and functioning of schools (within the Resolution of the Cabinet of Ministers of Ukraine № 777 of August 27, 2010).

Analysis of recent research and publications. The problems of education within the optimization of schools' networks are revealed in the works of O. Gavrilyuk, D. Deykun, D. Dzvinchuk, Yu. Lukovenko, N. Nychkalo, V. Palamarchuk, B. Proskunin, M. Romanenko, C. Sologub and others. The challenges of education (school) districts were studied by scientists (O. Bekh, L. Vaschenko, V. Hromovy, A. Mazak, I. Osadchy, H. Yelnikova and others), methodists of governmental departments, lecturers of post-graduate Institutes and employees of regional education structures. The issues of a combination "State and Community" in educational management were investigated by V. Bochkarev, A. Hoshko, B. Grabowski, G. Yelnykova, O. Zaichenko, L. Kalinina, S. Koro-liuk, G. Kostyuk, V. Knyazev, T. Lukina and others. In recent years educators and researchers have begun to examine school districts as the unit of analysis and change. School districts are seen as "potent sites and sources of educational reform" [9, p. 1].

Foreign findings are largely descriptive and based on case studies. The key themes of researches are interrelated and mutually reinforcing: effective leadership, quality teaching and learning, support for system-wide improvement, clear and collaborative relationships. The most recent review of the research literature on district leadership comes to the conclusion that "district-level leadership matters" in student's achievement [10].

The lack of complete and systematic native research of education institutes transformation and their consolidation to education districts within the region (oblasts and rayons) actualize the topic of the paper.

The purpose of the article. The aim of the paper is to reveal the managerial challenges of education (school) districts under decentralization in Ukraine using foreign experience as better practices.

The statement of basic materials. The National Strategy on Education Development in Ukraine until 2021, approved by the Decree of the President of Ukraine № 344/2013 of June 25, 2013 states that under difficult demographic and social conditions the modernization of educational institutes' network is provided for the purpose of more effective use of their logistical, human, financial and managerial resources, for ensuring the availability and quality of education. With this aim the search for alternative training models is done, including the creation of education (school) districts.

From August 2010 the functioning of education (school) districts is legally normalized by the Article 9 of the Law of Ukraine "On compulsory secondary education", which proclaims that cultural and educational needs of citizens may be a part of education (school) districts, unions, other associations, including the participation of educational institutes of pre-school, secondary, extra-curricular, vocational and higher education schools of various types and levels of accreditation, institutions of culture, physical culture and sports, enterprises and communities. The Regulations № 777 of 27.08.2010 "On educa-

tion (school) district” was approved by the Cabinet of Ministers of Ukraine. Thus, the results of parliamentary hearings “Education in rural areas: crisis tendencies and ways to overcome them” (March 14, 2012); the Resolution of the Verkhovna Rada of Ukraine № 4949-IV (June 7, 2012) with the approved recommendations; the “Guidelines on the Education District” which were approved by the Regulations of the Cabinet of Ministers of Ukraine № 79 (January 20, 2016) are an evidence for high interest to the issue.

A school district is a voluntary association within the administrative territorial units of early childhood education, secondary, extracurricular, vocational and technical, and higher education, which seeks to create conditions for citizens in secondary education, implementation of pre profile and profile training, in-depth study of some subjects, ensuring the full development of the individual and institutions of culture, physical culture and sports, enterprises and NGOs [4].

An education (school) district is an innovative model of education management. It is not only a territorial entity, but strong logistical, educational and methodical base of highly qualified personnel. This is an effective factor in improving the quality of education.

Educational district management is carried out on the collegial basis by the Coordination Council of the District, which includes: the representatives of the City Education Department and of educational center, heads of all education (school) districts.

The activity of the education (school) district has three major areas: the activity of the management system;

the methodical work with the staff (both highly skilled and young teachers); close cooperation with pupils’ and parents’ groups.

Various governing bodies can function within the education (school) district. The methodical Council of the education (school) district provides: social studies; educational monitoring; consulting; coordination of methodical units activity of educational institutes of the school district; scientific-practical conferences; presentations of the district; supportive psychological services; district methodical performance; methodical trainings, seminars, workshops. The creative teaching laboratory on the issues of gifted students can be formed which provides: workshops, teaching classes; open sessions; advice activities; guidelines. The district office on career guidance proposes: social studies, diagnosis of professional orientation; monitoring of labour market; job fairs; meetings with interesting people etc. The various methodical associations (creative, problematic, dynamic groups) develop: guidelines, creative projects, presentations of creative portfolio, teaching cases, publications. The methodical advice office has such functions as: individual consulting; focus consulting; address methodical assistance; development of methodical publishing issues and journals.

Consolidation of schools within the education (school) district is compared with the process of optimization. Optimization of the school network includes the following steps: to identify leaders of optimization process; to collect and analyze data aiming to optimize the school network; to develop the scenarios for optimization; to de-

velop the scenarios for changes in the school network; to organize a campaign on informing and involving the public.

Beginning the process of optimizing of the school network, it is necessary to create a working-group involving all relevant stakeholders, which will be headed by the chairman of the community or an authorized representative. This working group should allocate responsibility for different components to optimize and monitor the process.

Since the school network optimization is technically complicated and politically sensitive, it should be fully open to the public and be provided under strong leadership. Indeed, without the unambiguous support of the community the chances for the significant progress in the optimization will be small.

The working group should collect and analyze data on: demographics; financial data of schools; information about schools infrastructure; information about the location of students and schools; data on teachers and non-teaching staff.

In accordance with the letter of the Ministry of Education and Science of Ukraine № 2/3-14-1776-16 of 09.09.2016 “On normative legal regulation of education districts, supporting schools and their branches” [7] the Government amended the Regulation on Education District (the Regulation of the Cabinet of Ministers of Ukraine № 574 of 31.08.2016), according to which:

- the concepts of “education district” and “supporting school” are split (Resolution of the Cabinet of Ministers of Ukraine № 79 of 20.01.2016);

- schools, regardless of their type and ownership, including compulsory secondary schools, (which are supporting institutes) and interschool training institutes are included into a school district. This provision legitimizes education districts which were established under the Guidelines on the Education District, which had operated until January 2016 (the Regulation of the Cabinet of Ministers Ukraine № 777 of 27.08.2010 – the old edition);
- a school district is not a legal entity and operates on the basis of the decision on its creation;
- the name of the supporting school and its branches is carried out according to the requirements;
- admission (transfer) of students (pupils) to the supporting school and its branches is carried out in accordance with the law and is issued by the order of the principle of the supporting school.

The operating of the education (school) districts indicates that at present it is the only way to solve problems of rural schools in the complicated demographic situation. Minding the results of school districts’ activity, further implementation of legislation on regulating the education system in the country, ensuring the constitutional rights of citizens to education, fostering of appropriate conditions for qualitative compulsory secondary education, usage of modern educational technologies, development of socially mature personality, professional training of young people to self-determination, development of the network of educa-

tional institutes and public enterprises located within the administrative-territorial units, improvement of human resources and logistics, the education departments develop a Roadmap for the creation of education (school) districts.

In 2016 an act on “Supporting schools” aimed at optimizing the network of schools by converting schools with small contingents of students into the branches was run. The supporting school is a teaching center to train leaders and teachers of the affiliated schools to improve the educational process, to bring it into the compliance with the modern requirements and needs. The supporting school is solving a set of problems today.

The creation of 139 supporting schools (in 2016) is positioned as reform measures to improve the quality of school education and to use local budgets more efficiently [2, p. 23].

The functioning of school districts is a wide world practice. There a school district is a form of special purpose district which serves to operate local schools. It is a corporation created for the sole purpose of performing one public function – education management. The wide recognition of school districts is that school systems are divided into districts because localized administration and policy making are more efficient and more responsive to community needs. School districts is a form of local government arrangement in the US, UK and Canada. These countries have school and special districts. They do not coincide with the administrative territorial division but were formed due to natural causes and natural factors. For example, in the US

there are 14,741 school districts and 29532 special districts [1, p. 47]. School districts are mainly created to separate education from politics. They combine most of the schools (approximately 90 % of all schools), independent of local counties and municipalities. School districts in the USA are expected to tie decisions on tenure, promotion, and salary for individual teachers. States around the country are now in the process of requiring districts to implement teacher evaluation systems, often with short time frames and much of the decisions on design and implementation left to each school district where there are individual differences in the quality and skills of their management teams. Many reform initiatives are focused at the district level in the sense that they are intended to disrupt the school district’s monopoly in delivering publicly funded education services which include charter schools, vouchers, online education, and school portfolio management models. The reform is focused on strong leadership oriented to student achievement, which is connected with individual schools, teachers, curriculum, and parental choice of where to educate their children. If reforms are to work, they must be carefully adapted for each community, school, and classroom. Because everyone has a role to play in improving the academic performance of all students, leadership must be distributed throughout the district [11]. However, for distributed leadership to be effective, teachers, principals, central office administrators, school board members, and teachers’ union leaders must understand the nested nature of school organizations [10, p. 1].

In Ukraine school districts are at the center of public attention, public policy on decentralization and on education reform. Speaking about school districts, we mention, first of all rural areas. Educational practice shows that providing quality education for rural children is possible under cooperation of educational institutes into the education (school) districts. The subjects of a school district are not only schools, but also cultural, sports, and pre-school institutions, health care facilities located in the territory.

The Recommendations of the Parliamentary hearings on the topic “Education in rural areas: crisis tendencies and ways to overcome them”, which were approved by the Resolution of the Verkhovna Rada of Ukraine № 4949 of June 7, 2012 aiming to ensure equal access of citizens to quality education, to strengthen the role of the spiritual, economic, social, innovative and social development for the State and the Society the oblast state administrations were recommended to develop, adopt and ensure the implementation of oblast and rayon med-plans on education (school) districts development [6]. In the functioning of rural area schools the crisis tendencies are observed due to objective reasons: changes in the infrastructure of the village; demographic situation in rural areas, leading to a sharp reduction in class size and, consequently, to suspension or closure of small schools; insufficient logistical and personnel support of rural educational institutes. As the result, the quality of educational services is not provided fully. The Regulation of the Cabinet of Ministers of Ukraine № 675-p of September 5, 2012 approved the Guide-

lines for drafting regional plans on education (school) districts creation and updating of the network of vocational, secondary schools, including boarding schools.

The theme of school districts is becoming more and more popular within such topics as: effective leadership (focus on students learning, dynamic and distributed leadership, sustained improvement efforts over time); quality teaching and learning (high expectations and accountability for adults, coordinated curriculum and assessment, coordinated professional development, quality classroom instruction); support for system-wide improvement (effective use of data, strategic allocation of resources, policy and program coherence); clear and collaborative relationships (professional culture and collaborative relationships, clear understanding of school and district roles and responsibilities, interpreting and managing the external environment). To solve these issues the work of school and district leaders has to be changed dramatically and rapidly, due to the demands of external accountability, including standards-based reforms at the regional level and the national taking into account environment, resources, management.

A school district’s *environment* includes all of the external factors that can have an impact on strategy, operations, and performance. The environment includes the various funding sources available (both public and private); the political and policy contexts at this or that territory (in this or that community), city/township/village, rayon, oblast, and national levels; the collective arrangements and the cha-

racteristics of the particular community. Oblast, rayon and school leaders have little direct control over the environment, they must spend significant time trying to manage its effects. The environment plays a major role in the quality education. For example, rural areas are not always supplied with facilities, which promote communication and the use of educational aids. The poor state of many rural roads makes access to some schools difficult. The re-deployed graduates of pedagogical institutes find it difficult to obtain housing in rural areas. Schools in rural areas receive little support from the education departments and they are inefficient in terms of infrastructure.

At many rural schools, the lack of physical (material, financial) and methodical (learning) *resources* is a serious problem. The majority of schools were built in Soviet times, which means they consist of buildings without any modern facilities.

Despite being deprived of facilities, some schools achieve excellent results (regarding final exams) while others with better facilities have low results of their activity. We connect that largely with the quality of the *management* of the schools, especially the management exercised by oblast and rayon departmental heads and school principals. There is direct relationship between well-performing schools and the management style and active participation of school principals in the management of the schools. Besides, visits and management assistance of oblast and rayon managers can ascertain the actual quality of education at schools under their jurisdiction. Oblast and rayon departments may even not know the

school needs in learning material and physical facilities as they not always aware of what is going on at schools in certain areas. The communication between the various local education departments and schools is also not satisfactory. Under decentralisation reform nowadays some schools have made good progress with transformation and have accomplished a lot with the few resources available to them. In order to share such good practices communicative events of oblast and rayon levels should be held to exchange ideas and experience.

Recommendation on delegating, stakeholder relationships, reporting, resourcing, capacity building, planning, monitoring and evaluation, information system, school management [10] include the following.

Delegations. Education (school) districts play a pivotal role in the effective functioning of schools. Through adequate resourcing of districts, decentralisation of regional (oblast and rayon) authority to districts and capacities of district staff, an improvement of administrative and education services delivery could be achieved, resulting in improved performance of schools. The process of decentralisation of educational powers and authority to the local level should be accompanied with capacity-building efforts, especially in the area of human resource and financial management, procurement and general administration.

Stakeholder relationships. Stakeholders have a legitimate interest in the schools and can influence the success of the education (school) district's strategy. These include teachers and their unions, parents, students, school

boards, community and local NGO's and local politicians and policymakers. Stakeholders often disagree about what success in educating students looks like or how to achieve it. Local leaders must either persuade a majority of stakeholder groups about the efficiency of their actions or build a sufficient alliance among some that will prevent the others from becoming a disruptive force.

Reporting. Bureaucratic delays will be avoided once the decentralisation of powers and functions has been completed. In that case the appropriate communication between oblast, rayon and school staff should be established.

Resourcing of districts. Money is usually the first thing education leaders think about when resources are mentioned, and money is obviously important. But organizational resources also include people, time, and other assets such as technology and data. Education (school) district leaders must allocate the full range of resources coherent with the district's strategy. This means being knowledgeable about which current and planned activities receive necessary resources and which do not.

Capacity building. Schools are undergoing relevant changes under the transformation policies in the country. Oblast, rayon and school staff needs to acquire new skills to function effectively. Oblast and rayon managers and city/township/village officials should achieve a certain level of management competence so that they can effectively support schools on management. The employees of governing bodies have to be trained on their roles and responsibilities. Governing bodies should be

improved so that they can participate more effectively in school affairs.

Planning. The support programmes and activities of the education (school) district office should be reflected in the schools' annual programmes. These programmes and activities should be based on school needs. The priority needs of each school should be taken into account when compiling the strategic and operational plans of the education (school) district concerned. A yearly assessment of needs should assist districts in their planning.

Monitoring and evaluation. Not all district and school staff has been trained in the use of the monitoring and evaluation instruments. It will take some time before they are able to implement these systems. For now the district should develop a monitoring and evaluation system that can be used in assessing the performance of schools based on clear performance indicators.

Conclusions. The introduction of such a mechanism in Ukraine as education (school) districts would enable the expanding of educational services and transparency aiming to increase the interest of the community in solving its own logistic needs of the schooling. In this case the following recommendations can be made: oblast and rayon education departments should give strategic attention to the reallocation of resources, especially to rural schools; the departments should modernise their operational processes with specific reference to information exchange (to and from schools) and provide the appropriate support of schools; the relevant standards should be set for the implementation of quality education at school level. TQM (Total Quality

Management) system is to be implemented at the departments aiming to provide qualified performance measurement and comparison of schools.

In the conditions of the national economy development the formation of education (school) districts in the regions Ukraine will help to find the necessary reserves in improving the quality of educational services. In addition, by saving costs and providing “cheaper” maintenance of their infrastructure will enable the purchase of equipment, attracting of new technologies into the educational process according to labour market requirements and standards of European education.

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METHODOLOGICAL APPROACHES TO UNDERSTANDING THE CATEGORY OF “ENTERPRISE INFORMATION SECURITY SYSTEM” FROM THE PERSPECTIVE OF LEGAL HERMENEUTICS

Abstract. The paper deals with issues related to studying and defining the basic methodological approaches to understanding the category of “enterprise information system security” from the perspective of legal hermeneutics. It also examines the basic views on definition of the concept of legal “hermeneutics” and gives a definition the author suggests for this concept.

Keywords: information law, information security, hermeneutics, law, and enterprise information security system.

МЕТОДОЛОГІЧНІ ПІДХОДИ ДО РОЗУМІННЯ КАТЕГОРІЇ “СИСТЕМА ІНФОРМАЦІЙНОЇ БЕЗПЕКИ ПІДПРИЄМСТВ” З ТОЧКИ ЗОРУ ГЕРМЕНЕВТИКИ У ПРАВІ

Анотація. У статті розглядаються питання щодо дослідження та визначення основних методологічних підходів щодо розуміння категорії “система інформаційної безпеки підприємства” з точки зору герменевтики у праві. Досліджуються основні погляди відносно визначення поняття “герменевтика” у праві та надається авторське визначення цього поняття.

Ключові слова: інформаційне право, інформаційна безпека, герменевтика, право, система інформаційної безпеки підприємств.

МЕТОДОЛОГИЧЕСКИЕ ПОДХОДЫ К ПОНИМАНИЮ КАТЕГОРИИ “СИСТЕМА ИНФОРМАЦИОННОЙ БЕЗОПАСНОСТИ ПРЕДПРИЯТИЙ” С ТОЧКИ ЗРЕНИЯ ГЕРМЕНЕВТИКИ В ПРАВЕ

Аннотация. В статье рассматриваются вопросы исследования и определения основных методологических подходов к пониманию категории “система информационной безопасности предприятия” с точки зрения герменевтики в праве. Исследуются основные взгляды относительно определения понятия “герменевтика” в праве и предоставляется авторское определение данного понятия.

Ключевые слова: информационное право, информационная безопасность, герменевтика, право, система информационной безопасности предприятий.

Target setting. The process of providing enterprise information security is built in accordance with current legislation and corporate regulatory acts. Any similar process is associated with subjective perception and interpretation of legal rules regulating these relations by actors themselves. Primarily the Constitution of Ukraine, Art. 17, regulates relations arising in the area of providing enterprise information security. They are also subject to the Laws of Ukraine “On Information,” “On the National Informatization Program,” and, finally, to the orders and instructions concerning a given organization enshrined in the charter or founders meeting minutes.

With such an array of regulatory norms, cases of different interpretations of the same rules are not uncommon. Issues of understanding the processes of providing enterprise information security are best considered from the perspective of hermeneutics in legal science.

Analysis of recent research and publications. The question of the basic methodological approaches to understanding the category of “enterprise information system security” from the perspective of legal hermeneutics in some sense are considered in the works of Gadamer H.-G., Kuznetsov V. G., Plavich V. P., Ricoeur P., Suslov V. V. and others.

The purpose of the article is to study the methodological approaches to understanding the category of “enterprise information system security” from the perspective of legal hermeneutics.

The statement of basic materials. Nowadays, hermeneutics represents a branch of modern philosophy. The subjects of contemporary hermeneutics include issues of social cognition and its methods. The central question of the methodology of hermeneutics is how people should understand the senses of what is and what should be, and what limits there exist on interpretative freedom. H.-G. Gadamer expressed its essence as follows: “Hermeneutics is practice... The fundamental truth of hermeneutics is as follows: no one alone can learn and tell the truth. The soul of hermeneutics is to by all means maintain a dialogue, let a dissident have his say too, and be able to assimilate what he uttered — that’s the soul of hermeneutics” [7].

In our time, hermeneutics in law and philosophy is construed as a science dealing with understanding the sense of texts and has different stages of development. The term “hermeneutics” is also used in a theoretical sense: hermeneutics is a theory of understanding, comprehending a sense [8].

Based on the above, we can develop an appropriate definition. Legal hermeneutics is understanding and explaining the sense laid by the legislator into the text of a regulatory legal act. The task of legal hermeneutics is to provide methodologically transition from understanding the sense of a point of law to correctly explaining its essence.

Such kind of transition is the process of cognition, which results in

finding the sole and correct version of interpretation of general precepts of law concerning a concrete legal situation.

The specifics of legal hermeneutics is associated with the existence of different legal cultures, including Ukrainian national legal culture, with their own vision of such problems as human rights, law-governed state, partition of power, local government etc., and our legal customs.

Whatever fields of law we consider they consist of a totality of various interpretive calculations. In this sense, law is inherently a purely hermeneutic phenomenon.

Italian philosopher and jurist E. Betti worked out the most interesting methodology of hermeneutic analysis of legal texts. He was saying that there is the world of objective spirit, facts and human events, acts, gestures, thoughts and projects, traces and evidences of ideas, ideals and realizations. This entire world belongs to interpretation. A comment appears as the process the aim and identical result of which is comprehension. A commentator must retrospectively reproduce the real process of creation of the text by dint of reconstruction of the message and objectivization of intention of the author of the text [9].

Betti formulated four hermeneutic canons actively used in jurisprudence:

1) Canon of immanence of hermeneutic scale. Reconstruction of the text must conform to the author’s point of view. The commentator does not have to bring anything from the outside; he has to look for the sense of the text, respecting dissimilarity and hermeneutic autonomy of the object.

2) Canon of totality of hermeneutic consideration. Its essence is in the idea that unity of the whole is explained through separate parts, but the sense of separate parts becomes clear through the unity of the whole (hermeneutic circle).

3) Canon of relevance of awareness. The commentator cannot withdraw his subjectivity until the end. To reconstruct other people's thoughts and works of the past, to return to genuine vital reality other people's emotions, it is necessary to correlate them with own "moral horizon".

4) Canon of the semantic adequacy of understanding represents a requirements to the commentator of the text. If the author and commentator are congenial and are on the same level, they can comprehend each other. This is also the commentator's ability to understand the purposes of the object of interpretation as his own in the literal sense of the word.

Legal hermeneutics is to simplify the dialogue of legal viewpoints, since legal concepts and categories (such as freedom, democracy, and liability) have different meaning in different legal systems [9].

Contemporary legal science has begun to understand the prospects of the hermeneutic approach to analysis of legislative texts. Application of hermeneutics to interpret rules of information law and information security has become quite logical.

We will try to apply the hermeneutic approach to interpreting the concept of enterprise information security systems. Any rule regulating relations that provide information security represents a result created by its author,

the content of which must be established by executors or information security subjects. The literal content of a rule always has behind it a second situational sense without adequate understanding of which correct understanding of the sense of the entire rule is impossible. English lawyers have a saying: "A law contains only one half of the content, the other one is hidden, while ideas are within." Similarly, considering any rules, note that it is necessary to find this hidden idea to apply correctly a law in the course of its interpretation. Hermeneutic interpretation of rules and concepts of information security is just the tool by which the problem of double sense can be solved, in that hermeneutics, in addition to decoding of the literal sense of a text carried out through linguistic interpretation, enables to reveal the content of the legal context.

P. Ricoeur notes in his works that hermeneutic analysis of a legal text includes a number of obligatory procedures. Division into understanding, interpretation, and application is generally recognized [11; 12].

Understanding should be understood to mean an art of comprehension of the signs transmitted by one consciousness and perceived by another via their external expression (primarily linguistic).

The unity of the concepts "to understand" and "to interpret" was revealed. Interpretation is not just some kind of separately occurring process, complementing understanding when opportunity offers; understanding is always an interpretation and hence interpretation is an explicit form of understanding. Understanding always involves

something like application of the text to be understood to the present situation.

Application is as much an integral part of the hermeneutical process as understanding and interpretation are. In legal hermeneutics, there is the essential tension between the text set down... on the one hand and on the other, the sense arrived at by its application in the particular moment of interpretation. A law is not there to be understood historically, but to be made concretely valid through being interpreted [11; 12].

V. V. Suslov notes that legal consciousness is similar to historical one, that is, a lawyer must investigate the background of a fact being interpreted. Admittedly, he emphasizes the special relevance of the above-mentioned approach with respect to the process of proving. However, the content of the said paper and logical deduction following from it give the impression that identification of the legislative will is the ultimate goal of hermeneutic interpretation [14]. V. V. Suslov recognizes polysemy of legal texts and relevance of the situational sense hidden behind the literal one but reduces hermeneutics to its historical method of interpreting [15].

Take the problem of understanding an enterprise information security system by analogy with historical hermeneutics. Let us consider the approaches of a historian and an information security subject to the same legislative act in force.

There are obvious differences. A subject comprehends the sense of an information law rule from the perspective of a specific case and for a particu-

lar purpose. A historian does not have a specific case he would consider. He seeks to determine the sense of an information law rule by modeling and embracing with a single view the entire sphere of its application. He concretizes understanding of an information law rule only due to all these cases of its application. A historian may not content himself with initial application of an information law rule to determine its sense. Being a historian, he must take into account historical changes an information law rule underwent; he must define his task in terms of modeling the initial content. At the same time, one cannot present the task of the subject as bringing information law rules in line with the current situation. If someone seeks to bring the sense of information law rules in line with the current situation he must know, first, its initial content, that is, he must think like a historian. And the sense is that historical understanding serves him to achieve a certain goal. We are convinced that the legal content of a given operative information law rule is completely unambiguous and that current legal practice merely follows its original content. If such were the case, the styles of legal and historical thinking would be identical. Then, the purpose of hermeneutics would reduce only to identifying the initial sense of a law and further applying it in this initial sense as a true one. Similar to an uttered thought, understanding itself of regulations of an enterprise information security system must not pose any problem when, according to them, an information security subject has to put himself under the conditions of the initial creator of these regulations

ignoring the contradictions that exist between the original and practical legal content of these rules and regulations. The fact that this is a legal error has recently become apparent.

V. Tsybaliuk showed in his publication that legal reasons imply a need for reflection regarding historical changes due to which the initial sense of a law and the sense applied in practice get detached from one another. A legal practitioner, alias an information security subject, always means a regulatory act (regulation) itself. However, its content should be determined with account of the case to which it should be applied. Ascertaining with exactitude the content of the regulations of an enterprise information security system requires historical knowledge of their initial content, and only because of the latter, the subject takes into consideration the historical meaning a rule (regulation) itself communicates. The subject may not rely solely on what he knows about the intentions and goals of those who developed these rules and regulations, minutes and charters. On the contrary, he must understand the changes occurred within the information security system of an organization and respecify the function of the rules and regulations [16].

A subject applying regulations of an enterprise information security system, which came to him from the past, to his current needs, seeks to solve a practical problem. It does not mean that he comments on it arbitrarily. To understand and comment means that it is necessary to learn and recognize the current sense of the said rules. The subject seeks to comply with the main body of the information security system regu-

lations translating them in a modern way. He seeks to learn just the legal meaning of the rules and regulations of the entire system rather than their historical meaning for which the entire system was put into operation or, for example, of any case of its application.

The rules and regulations of an enterprise information security system should be interpreted by appealing to their own history of creation by construing them in a modern way. He who understands does not opt for his subjective point of view but finds a sense given beforehand. For self-implementation of legal hermeneutics, it is essential that law is equally binding for all members of an organization. Where this rule is violated, for example, at pathological authoritarian organizations, legal hermeneutics is impossible. A leader has a possibility, disregarding the rules he devised himself, without making any effort to interpret them, to obtain any decision that he will consider as correct. The task of understanding and interpretation is worthwhile only where legislative regulations are regarded as universally binding [11].

Conclusions. The rules of an information security system are applied by a subject covered by these rules as any other organization member. The idea of providing enterprise information security stipulates that a managerial decision must be based on adequate (fair) assessment of the situation rather than on arbitrariness. Each member of an organization who delves specifically into the situation at hand is capable of such fair treatment. This is precisely why the organization with an established and well-run information security system, just as a law-governed state, has a

guarantee of obligatoriness for all subject to perform their duties; everyone knows what he has to do and what he can expect. Any employee has an essential possibility at his workplace to make a correct interpretation, that is, correctly anticipate a legal decision based on the current rules and regulations. Rendering a sound decision in a specific case requires taking account of the previous practice, and not only one's own. Having an opportunity to exchange information and experience with similar information security subjects is sufficient for it. There always is an opportunity to take account of the totality of experience, and this makes it possible to dogmatically handle any situation and make the best managerial decision.

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INNOVATIVE APPROACH TO TRAINING CIVIL SERVANTS AND LOCAL GOVERNMENT OFFICIALS

Abstract. The article analyzes approaches to the methods of preparation and training of civil servants and local government officials. The author analyzed the experience of training civil servants in the European Union. In the article the following methods of training civil servants and local government officials, on-line lectures, webinars, simulation games, workshops, trainings.

Keywords: public service, civil servant, official of local government, education, training, innovation.

ІННОВАЦІЙНИЙ ПІДХІД ДО ПІДГОТОВКИ ДЕРЖАВНИХ СЛУЖБОВЦІВ ТА ОСІБ МІСЦЕВОГО САМОВРЯДУВАННЯ

Анотація. У статті аналізуються підходи до методів підготовки та підвищення кваліфікації державних службовців та посадових осіб місцевого

самоврядування. Проаналізовано досвід підготовки публічних службовців у країнах Європейського Союзу. У статті визначені наступні методи підготовки державних службовців та посадових осіб місцевого самоврядування: он-лайн лекції, вебінари, імітаційні ігри, майстер-класи, тренінги.

Ключові слова: державна служба, державний службовець, посадова особа місцевого самоврядування, підготовка, підвищення кваліфікації, інновації.

ИННОВАЦИОННЫЙ ПОДХОД К ПОДГОТОВКЕ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ И ЛИЦ МЕСТНОГО САМОУПРАВЛЕНИЯ

Аннотация. В статье анализируются подходы к методам подготовки и повышения квалификации государственных служащих и должностных лиц местного самоуправления. Проанализовано опыт подготовки публичных служащих в странах Европейского Союза. В статье определены следующие методы подготовки государственных служащих и должностных лиц местного самоуправления: он-лайн лекции, вебинары, имитационные игры, мастер-классы, тренинги.

Ключевые слова: государственная служба, государственный служащий, должностное лицо местного самоуправления, подготовка, повышение квалификации, инновации.

Target setting. Current conditions of the state, the rapid change of forms and mechanisms of social and political processes requiring civil servants and local government officials innovative approaches and methods of work. However, state officials are taking public-management decisions, implement them according to their experience, intuition, but do not contribute to the knowledge gained during the training, training. This is due to the fact that the training of public officials (local officials) is more theoretical approach need not captured officials in obtaining practical skills, especially in the system of public administration.

That training civil servants and local government officials should take into account the conditions under which

public servants work, they need certain skills and knowledge to meet modern conditions of Ukrainian society.

One of the main tasks of the civil service training should be to provide practical knowledge within the exercise of their public office.

According to the Strategy of public administration reform in Ukraine 2016–2020 years a priority in the civil service and human resource management is to ensure the professional development of civil servants, including regular training, fair performance evaluation, and mobility and promotion based on object of objective, transparent criteria and achievements [5].

According to the Law of Ukraine “On civil service” [1] state employees, the conditions for increasing the level

of professional competence through training.

Thus the current legal documents identified the need for constant improvement of personnel potential public servants.

Analysis of recent research papers and publications. The problem of training civil servants and local government officials under the constant attention of scientists, politicians and sociologists. Modern aspects of development and upgrade public service staff analyze Ukrainian and foreign scientists, including: V. Aver'yanov, G. Atamanchuk, N. Honcharuk, S. Dubenko, V. Malynovskyy, R. Naumenko, N. Nyzhnyk O. Obolensky, V. Oluyko, E. Okhotsk, Rachinsky A., S. Seregin, Alexander Sitsinsky, I. Shur, Alexander Turchinov, Hadzhyradyeva S., A. Jakubowski. These authors consider the problem of training, the possibility of mobility problems of modern training methods and training.

However the above studies are fragmented and do not consider the use of an innovative approach to training civil servants and local government officials.

Thus, the part of a general problem which is still unsolved.

The purpose of the article is comprehensive analysis of an innovative approach to training civil servants and local government officials.

The statement of basic materials. Training of civil servants and local government officials – an important element of the system of public administration, for staff training provides professional system of public administration, their ability to make optimal, efficient public-management decisions,

efficiently and effectively implement those decisions.

However, currently there is a problem of existence in training officials outdated teaching methods, the ineffectiveness of knowledge, lack of implementation of knowledge in the professional work, lack of communication career with the constant improvement of their skills and so on.

The study will analyze the first argument of the preparation of public (government) employees in the European Union.

Requirement of higher education for civil service positions ensures that only applicants with higher education diploma can apply for competition.

There is a special initial training public officials in Latvia. The requirement of higher education for submission to the position of public service guarantees that only a person who has a university degree can apply for the competition. The university has several specially designed training programs on governance and public administration. However, various government agencies may require some specialized basic vocational education, such as teacher to work in education, health for health, and areas of environmental, veterinary, chemistry, agriculture [3–4].

To ensure that the curriculum of higher education institutions and the real needs of the public administration, various forms of cooperation and coordination:

- organization of practice of students in public institutions;
- organization of volunteers work of students in public institutions;

- consultation between universities and public institutions on curricula of study programs;
- consultation between universities and public institutions on themes of the research work of the students, including themes of the theses of the master's programs;
- organization of common events – conferences, seminars,;
- involvement of working civil servants as a trainers for some parts of the study courses or as a trainers for particular courses in universities [3–4].

These methods of preparation are public servants oriented approaches and practices aimed at meeting real needs in skills and knowledge of public servants.

The main institution that provides services for training for central administration is Latvian School of Public Administration.

Latvian School of Public Administration plays the role of “organizer” teaching, it has its own teachers / trainers. Teachers / trainers are hired on a contract basis, and the main job they are public servants or in universities and other higher education institutions. International coaches may also be involved in training. Total Latvian School of Public Administration as a whole employs about 100 coaches.

LSPA general function is to ensure and coordinate training process, to develop new training programs and general curricula for civil servants [3–4].

There is initial training of civil servants and continuous learning (training) in France. Admission of students in primary education is through com-

petitive examinations. The purpose of education is not only gain knowledge but also the acquisition of necessary skills. Therefore, education in schools is divided into training and education. Internships are in government (in France or abroad) and private sector institutions. The purpose of the internship is to provide future public employees experience a particular administrative work, improving their competence and acquaintance with basic management tools.

Professional training of civil servants in France focused not on the academic and the practical issues of academic knowledge to be learned by students before entering school administration reviewed and competitive entrance exams. Training focused on the functioning of the administration, in public administration, the various technical issues (depending on the school).

Constant training in France – the right of public servants. As for state civil servants, the decree of 15 October 2007 provides that training can be carried out or initiated by the administration or on the initiative of the civil servant. Each public administration should develop a curriculum for each year. Some courses may be mandatory for public officials, such as the transition to the post of senior management. In addition, public officials have the individual right to lifelong learning for 20 hours per year that can be accumulated over 6 years [3–4].

Admission to specific training in France can be conducted through interviews with civil servant or his leadership of the institution, there is no general and rigid rules of admission

to study so that civil servants training system was the most flexible and responsive to the needs of administrations and civil servants.

According to the Act on civil service training system for civil servants in Poland include:

- central trainings – planned, organized and supervised by the Head of Civil Service;
- general trainings – planned, organized and supervised by Directors General of Office;
- trainings under individual professional development programmes of Civil Service Corps members – planned, organized and supervised by the Director General of Office in consultation with a Civil Service Corps member employed in a given office;
- specialist trainings – planned, organized and supervised by the Director General of Office, covering issues related to the tasks of the office [3–4].

There is an initial and continuous training of civil servants in Poland, as in France. Students of the National School of Public Administration to study recruited through open and competitive procedures set. The only limitation – is age limit (up to 32 years) and the presence of a master's degree. Graduates of the National School of Public Administration at the end of the training program are automatically accepted into the civil service. They are free to choose the position of those provided for the prime minister to graduates.

The training at the National School of Public Administration is interdisciplinary. The program is offered full training necessary for those preparing

to take a leading, expert or managerial positions in the Polish civil service at central and provincial levels. The main subjects taught at the National School, part of the three main training blocks: 1) public administration and management; 2) the economy and public finances; 3) The European Union and foreign policy. Training is conducted by experienced experts, and if possible, the practices (including foreign experts).

Preparations in Poland organized under the following main blocks: public law and administration, economic issues, public finances, the European Union and international cooperation, social issues (including professional culture of civil servant and ethical issues in public life), management and governance in the administration, management EU structural funds.

An important part of training in Poland is a language course. All language courses are focused on the study of administrative terminology and grammar and vocabulary. Specialized language courses include study of terminology in administration, law, economics and the EU [4].

The right to training in Spain is reflected in the statute and the associated corresponding obligation – the obligation to prepare. Such obligatory reference to “improve” results in the inclusion of the concept of training to the text of the law, which clearly indicated the scope and characteristics of the main status of civil servants as a basic value of lifelong learning (training) as one that combines not only consistency in the time dimension (unlike the original or special training received to perform specific tasks), as well as its ability to “refresh training” [3–4].

Training of civil servants in Spain is decentralized, so every administration has the faculty to provide training to employees of a separate public body of training.

Virtually every administration has its autonomy Institute of Public Administration. The central authorities have the National Institute of Public Administration, which is an autonomous body responsible for training managers and civil servants for the central government. The Institute also supports research and study of the central government and cooperates with other national and international institutions.

The analysis of the experience of the training and skills of public servants in the EU shows that European training programs which officials study is innovative because these programs are built each year, the results identify needs in acquiring specific knowledge and skills. In addition, training public officials in the EU aimed at practical skills in public administration. Successful completion of training ensures employees get their public office or implementing successful professional career.

Preparation of public service and local government officials should be based on the following principles:

- rationality;
- focus on practical skills;
- depending on the needs of public service (local officials);
- saving time and financial resources;
- efficiency;
- communications career public servant with permanent improvement of professionalism.

The analysis of the literature on issues gives grounds to determine that

the basic forms of training public service (local officials) should be implemented: online lectures, simulation games, webinars, workshops, Training.

The study will consider each of these types of innovative training civil servants and local government officials.

Training as a form of education has significant advantages over other forms and types of education professionals and requires not only knowledge but also the ability to apply their knowledge in practice, constantly changing. Among the benefits that training is an active form of learning over traditional methods, can be defined as follows: when you use the training process of training as close to real practice, Simulation training is a method; Training is an interactive method of learning, the participants act in different roles and operate according to the status of its role; Training is a method where the trigger mechanisms of group dynamics, participants gain experience of development and implementation of collective decisions, and thus shows the possibility of self-merit and made effective positive expression of professional activity; During the training special agents created a certain emotional and intellectual and cognitive mood that allows significantly step up and intensify the learning process [7, p. 72–73].

Simulation games provide some of the management process and resolve specific tasks. The advantages of this method are as follows. First, this efficiency — significant increase in knowledge and skills obtained per unit time. Second, multiple compression time, processes that in real life lasts for years, their simulation model “scrolls” for a second, and in the case of computers —

almost instantly [2, p. 59–60]. And safety because some administrative decision not realized in real time, if it is wrong and can lead to significant negative consequences.

Webinar – an online event aimed at training participants. Serves as a leading teacher, coach, leading specialist whose task – to pass the audience some information webinar, learn new techniques, develop new skills, etc. Participants of the webinar can be hundreds of kilometers from each other and from the leading – if not the Internet distance is more important. They see and hear the teacher can ask him questions. Thus, increases the effectiveness of training.

The most attractive of the benefits – savings. No need to go on sending, no need to rent a room, no need for participants to print a demo material. These costs are not necessary.

Conducting classes as a workshop – is to create an atmosphere of support and conditions for self-knowledge, self-expression, self-development. Thus, a specialist in this class serves as the coordinator of educational activities, an observer who has the ability to stimulate, provoke, to facilitate the search for ways to address the relevant state-management problem [6].

These methods of training of civil servants, local government officials promote the absorption of active practical knowledge and skills, considerable savings in time and financial resources, rational use of budgetary funds [6].

Conclusions. The modern development of society requires constant improvement of personnel potential public servants that can provide online technology and training, simulation games and more.

In the further research is supposed to analyze the modern methods of training of civil servants and local government officials.

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E-MEDITSIN AS A KIND OF RELATIONSHIP OF STATE AND SOCIETY

Abstract. This article deals with topical issues for public administration in Ukraine and relations between the authorities and society through the construction of e-health systems. The system and its components did not spread in the community and in professional work of doctors and medical workers. Clearly not defined categories that relate to understanding of e-health, m-health, telehealth, electronic health cards (diagnosis and treatment), the electronic health card (patient care), personal health card (generic card for the consumer of medical services), “deleted patients”, “remote physicians”. The article shows the differences in the approaches to e-medicine in foreign countries and in Ukraine to create

conditions for every member of society to obtain medical services at any time and in any location, regardless of the distance of health facilities.

Keywords: public administration, relations between the state and society, e-health, mobile medicine, telemedicine, health teleohrana, electronic medical record, electronic health card, electronic personal health card.

ЕЛЕКТРОННА МЕДИЦИНА ЯК ВИД ВЗАЄМОВІДНОСИН ДЕРЖАВИ І СУСПІЛЬСТВА

Анотація. У статті висвітлюються питання, актуальні для державного управління України та взаємовідносин влади і суспільства через побудову системи електронної медицини. Ця система, а також її складові не отримали розповсюдження у суспільстві та у професійній діяльності лікарів і медичних працівників. Чітко не визначені категорії, які стосуються розуміння електронної медицини, мобільної охорони здоров'я, телеохорони здоров'я, електронної медичної картки (діагностування та лікування), електронної картки охорони здоров'я (догляд за пацієнтом), електронної персональної картки охорони здоров'я (узагальнена картка для споживача медичних послуг), “віддалені лікарі”, “віддалені пацієнти”. У статті показані відмінності у підходах до електронної медицини у зарубіжних державах і в Україні по створенню умов для кожного члена суспільства в отриманні медичних послуг у будь-який час і у будь-якій місцевості не залежно від відстані медичних закладів.

Ключові слова: державне управління, взаємовідносини держави і суспільства, електронна медицина, мобільна медицина, телемедицина, телеохорона здоров'я, електронна медична картка, електронна картка охорони здоров'я, електронна персональна картка охорони здоров'я.

ЕЛЕКТРОННАЯ МЕДИЦИНА КАК ВИД ВЗАИМООТНОШЕНИЙ ГОСУДАРСТВА И ОБЩЕСТВА

Аннотация. В статье рассматриваются актуальные вопросы для государственного управления Украины и взаимоотношений власти и общества через построение системы электронной медицины. Эта система, а также ее составляющие не получили распространения в обществе и в профессиональной деятельности врачей и медицинских работников. Четко не определены категории, которые касаются понимания электронной медицины, мобильного здравоохранения, телездравоохранения, электронной медицинской карточки (диагностика и лечение), электронной карточки охраны здоровья (уход за пациентом), персональной карточки охраны здоровья (обобщенная карточка для потребителя медицинских услуг), “удаленные пациенты”, “удаленные врачи”. В статье показаны различия в подходах к электронной медицине в зарубежных странах и в Украине по созданию условий для каждого члена общества в получении медицинских услуг в любое время и в любой местности не зависимо от расстояния медицинских учреждений.

Ключевые слова: государственное управление, взаимоотношения государства и общества, электронная медицина, мобильная медицина, телемедицина, телехрана здоровья, электронная медицинская карточка, электронная карточка охраны здоровья, электронная персональная карточка охраны здоровья.

Target setting. The relevance of this article for science of the public administration is due to several factors. First, it refers to the modern processes of interaction between the government and society and the authorities and institutions at all levels and of all forms of ownership. Second, the development of the information society, the rapid globalization of communication processes in the world, the management of these processes on the part of the public administration of the world requires from Ukraine not only the accession to the international community, but also the rapid introduction in all spheres of the modern technologies, and also influence the formation of the new forms of cooperation between the state and society, and also the changing of the style of government. This requires the development of legislative and normative acts of public administration in various fields, including medicine and harmonizing cooperation with other states of the world.

In fact, no research, no scientific study that was devoted to the development of public administration by the e-medicine, and no questions were considered of relations between the state and population through the provision of e-health services of all kinds.

In our view, due to the fact that most opportunities research the introduction of new technologies into activities of the public administration and industry professionals, outside the attention of re-

searchers forbear important issues relating to the system of government and the role of the system in the management of electronic processes in state. Also, the interest of professionals providing in-house electronic software for individual authorities, individual subjects of government, specific sector institutions, including medical, resulted into not considering the overall management system, the community (and its willingness and interest), and state meaningful impact on society in the construction of relations between the state and society. Consequently, these issues need to research and develop the most reasonable and appropriate system of electronic governance processes in Ukraine.

Analysis of recent researches and publications. Since 2000, popular in Ukraine have been studies of telemedicine (L. O. Ohremenko, 2000) [1] considers the development of telemedicine systems and the relationship of the customer and doctor switched between off-line and on-line through the consultation process. At the symposium ("Telemedicine (medical education, science, health)", also held at the time (2000), dealt with the analysis of telemedicine technologies in Ukraine, as well as telemedicine consultations system [2]. N. D. Tronoko and N. D. Halanhot (2001), based on an analysis of information technology in Western Europe and the CIS proposes the introduction of electronic data records of pa-

tients with diabetes. It provides information about the program BSteleDiab which was used at that time in many countries, and for Ukraine was news [3].

V. N. Kazakov, V. G. Klymovytsky, A. V. Vladzimirsky (2002) highlight the theoretical, organizational and technical issues of telemedicine; systematize its theoretical and practical sections; describe the remote consultation, bioradiometry, monitoring, distance learning, instruction, remote manipulation, etc. [4]. In 2003 became popular the questions of distance training in specific areas of medicine (V. N. Kazakov) [5]. In 2005 summarizes the methods for evaluating the effectiveness of telemedicine (A. V. Vladzimirsky) [6]. In 2006 highlights the results of studies on the possibilities of practical application of telecommunication links in terms of urban and rural areas (S. V. Kalinchuk, N. R. Bayazytov) [7]. In 2011 summarizes the scientific and practical achievements of modern telemedicine, along with information about its use in certain clinical areas (A. V. Vladzimirsky) [8].

In today's domestic governance mainly focuses on a common policy on the use of ICT in the health system. Thus, V. M. Lobas (2012), analyzing the electronic public health management, focuses on the management and electronic document management distinguishes five components, namely: safety, facilities, servers, checks, reporting. The scientist says that it allows you to perform a number of tasks: providing document using for more users; access control based on user roles; assistance in maintaining and simple information retrieval; control of validity and compliance; reduce the number of

duplicate information; facilitate the preparation of analytical information and reports; improve communication. He considers the principles of electronic management as a method of the government health care and interprets the "electronic management as a method of government health care based on the joint use of the protected computer and telecommunications platforms that automate the management functions" [9].

V. M. Babayev (2014) considers e-health as a complex and extensive facility for evaluation which combines a wide range of participants and services. He notes that "the key indicators focus attention on the use of the public Internet to search for information related to health, interact with health care organizations, purchasing drugs" [10].

Bold unsolved aspects of the problem to which the article is devoted to. However, it still has no clear legally recognized categories related to understanding of eMedicine, M-Health, Telemedicine, TeleHealth, electronicmedicalrecords, electronichealthrecords, andpersonalhealthrecords. There are many definitions of scientists, however, they are of controversial nature and not moved into the sphere of state management and use in practice. The focus often is on the document, which is implemented in the Ministry of Health and has not been introduced in hospitals. There are no national positions and strategies on the use of modern information and communication technologies in practice management of e-health and e-medicine.

The purpose of the article is to highlight the issues of formation in Ukraine of the electronic medicine

as a form of relationship between the state and society and demonstration of the differences in this regard between Ukraine and foreign countries.

The statement of basic materials.

The analysis of some foreign sources shows that in the world there is also no unanimous understanding of the categories eMedicine, M-Health, Telemedicine, TeleHealth, electronicmedicalrecords, electronichealthrecords, andpersonalhealthrecords. Their interpretation is sufficiently broad and synonyms. However, one thing generalizes them: the systems of relations of the doctor and patient, as well as the state and society, such as email services allow a person to get effective and quality health services remotely at any convenient time.

In foreign countries is singled out a wide range of terms that describe the types of information and communication of the medical services. It is singled out eMedicineHealth category, which include everything: treatment, information, registration, educational activities [11]. Wikipedia definition concerns that eMedicine is an online clinical medical knowledge base founded in 1996 by S. Plantz and R. Lavelty. Also, the Internet provides consulting services of the web-doctor instead a person going to the hospital [12].

Other experts note that eMedicine combines traditional medicine with everyday technology to offer patients a convenient and affordable solution for health care, following the general conditions that can enable safe and accurate diagnosis without physical inspection. Patients and doctors communicate online. This technology makes affordable health care at any place and any time [13].

Also, it is believed that eMedicine is a technology that reduces the physical distance between doctors. Doctors themselves use technology to reduce the time necessary to discuss health policy, research new ideas, sharing the results of professional activity and more. Doctors are able to communicate around the world to share experiences. E-medicine has changed the work system of the doctors and gave them the opportunity to be more effective. It is changing the approach to doctor-patient relationship. Now it is not a relationship face-to-face, but it is formed their cooperation and exchange of broader information. The patient learns many things independently under the supervision of a doctor. Such interaction promotes the technological literacy of doctors and patients [14].

The literature contains practical guidance for the use of E-Medicine, E-Health, M-Health, Telemedicine (Halit Eren, John G. Webster). It is believed that it is providing coverage of modern telecommunications in modern medicine, particularly information and communication technology, the Internet, wireless networks, databases, telemetry allow transmission and information management in hospitals and centers, and outside these limits. This makes it possible to bridge the gap between scientists, engineers and medical staff by creating synergies in the related field of biometric engineering, information and communication technology, business and health care [15].

The experts determine that e-health is developing in the field of medical science and public health, where health services are delivered using ICT. The introduction of e-health has improved

the quality of care in different sectors of health and hospitals. E-health includes information on health and education over the Internet along with business services for patients. This increases the efficiency of delivering both information and services. Telemedicine belongs to the spectrum of clinical events (activities) that deliver medical services to the remote patients. It is regarded as one of the components of eHealth. E-health and telemedicine include a number of methods: remote monitoring, diagnosis, establishment of educational and health education materials and activities, providing health education. This means that the medical professional meets the patient via a computer or smartphone, not in real life. This is a type of remote interaction between the doctor and the patient [16].

There are views that e-health is to use the Internet to transfer medical information, and telemedicine is the use of information and communication technologies to exchange medical information. TeleHealth (TH) is the result of this exchange. TeleHealth, as the authors note, uses three methods: 1) to provide medical services to patients in remote location; 2) to train providers, administrators, patients and their families; 3) to collect data or to control the disease as part of public health, epidemiology, network Biodefense [17].

Telehealth is considered by some authors as being the most appropriate and correct term to describe the interaction between the doctor and patient. It is noted that in the UK and Europe eHealth term is used to describe digital health, which is technologically oriented to remote health care. The category eHealth came into circulation in

1999. At present, it describes not only medicine online, but almost everything related to computers and medicine. It is noted that the term was introduced by marketers, not scientists. This term was used along with terms such as e-commerce, e-business, e-solutions. It is believed that it was an attempt to show the opportunities of the Internet for health and medical professionals. The term Intel is used, as attention is focused, on the markets of the UK and Europe. The essence of it is that it is a concerted effort conducted by the leaders in the field of health care and industries to reap the benefits available through the Internet. The term Telemedicine is characterized as an attempt to improve the health of the patient through bilateral interaction in real interactive communication between the patient and the doctor practicing in a remote area. It is noted that the term Telemedicine is most commonly used in the markets of USA and Canada in the field of health care.

TeleHealth characterizes the position of the use of electronic information and telecommunications technologies to support international clinical and health care to patients and vocational education, which is associated with health, public health and health management. The technologies include videoconferencing, e-commerce, streaming multimedia, and wireless communications.

eHealth is different from Telemedicine by relating to the extension of the scope of health services in remote mode. Telemedicine refers specifically to remote clinical services. TeleHealth can relate to not remote clinical services, such as training provider, admini-

nistrative meetings, continuing medical education in addition to clinical services. It is noted that in the use of Telemedicine should be at least one clinician and TeleHealth can be used for medical purposes by anyone [18].

Also is singled out the category of electronicmedicalrecords, electronichealthrecords, andpersonalhealthrecords. Electronicmedicalrecords are considered as digital versions of paper charts in clinical settings. Electronicmedicalrecords contain information used for diagnosis and treatment. It is noted that an electronic format of such cards are more valuable than paper records as they track the data for a long time, monitor the patients and thus improve health services.

Electronichealthrecords, as noted by experts, are built to go beyond standard clinical data that include a wider range of perspectives on patient care. These records include details of the doctors who participate in the care of the patient. All of them can get information from this card to help the patient. This card allows you to share information with other health care providers such as laboratories and so on.

Personalhealthrecords contain the same types of information such as diagnoses of Electronichealthrecords, medications, family history, immunizations, contact information of the patients and health care providers. These cards are designed to configure, access and management the patients. The patients also can use these cards to keep and manage confidential information about the patient and his family [19].

Currently in Ukraine are not legally recognized by all those categories that are used in the leading countries of the

world (including the EU) to characterize the processes of medical services using information and communication technologies. According to the list of categories that apply, but also according to their understanding is formed the system of government of e-medicine. And in the system are formed the subsystems of the relations between the state and society. We have only the definition that is provided in the “Strategy of Public Administration Reform in Ukraine 2016–2020” (the last approved by the Cabinet of Ministers of Ukraine on June 24, 2016 No. 474-p (Kyiv) “Some Issues of Public Administration Reform in Ukraine”) [20]. eMedicine is characterized as an activity using electronic information resources in the health sector and ensure rapid access of the medical staff and patients to them.

There is an understanding of health care in the information society that is defined in the Law of Ukraine “On Basic Principles of the Information Society in Ukraine for 2007–2015” (Supreme Council of Ukraine (SCU), 2007, No. 12 Article 102) [21]. There is the paragraph 11 “Healthcare in the Information Society”. It says that information and communication technologies in healthcare need “to improve the demographic situation, maintaining and promoting health, improving the quality and efficiency of health care, social justice and the rights of citizens to health care”.

To achieve these objectives on governance of eMedicine it is considered appropriate “to encourage joint actions of state and local governments, health professionals, private sector with the involvement of international organizations to create reliable, high-quality,

affordable telemedicine systems, mass electronic medical and health facilities for home use”.

It is also considered important for the development of e-medicine improving organizational and technological level of ICT development in public health preparedness for health professionals working with them; empowering provision of modern health services that should be provided by a legal and methodological definition of telemedicine services; access to the world's medical knowledge and relevant information on local resources in order to increase the effective implementation of national research and preventive health care programs (health care for men and women), including reproductive health, infectious diseases (AIDS, malaria, tuberculosis, etc.); development of standards of exchange of the medical information provided to ensure privacy.

Unfortunately, these objectives have not been fulfilled and declared this law prolonged.

Conclusions. In summary, we note that in the context of relations between the state and society the category eMedicine in Ukraine in the legal field is not defined by the category of “remote patients”, “remote doctors”, “interaction between experts”, “prevention of medical error”, “agreements, including insurance for the provision of health services”, “creating conditions for communication and professional development of doctors”, “e-pharmacy”, “electronic prescriptions” and so on. This requires not only research, but also the development of the practical implementation in practice of eMedicine. It is in this direction will be carried out further studies.

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ANALYSIS OF THE MAIN DIRECTIONS OF PRESERVATION AND DEVELOPMENT OF THE TERRITORIES OF KYIV REGION

Abstract. The characteristic features of the socio-economic development of the Kyiv region are considered. Their role in the economic development of the area, region and country is shown. Basic recommendations for solving of the urgent problems of cities of the Kyiv region and integration of their territorial complexes in a single socio-economic area of Ukraine are formed.

Keywords: territorial development, socio-economic areas of preservation of cities, Concept of conservation and development of areas.

АНАЛІЗ ОСНОВНИХ НАПРЯМКІВ ЗБЕРЕЖЕННЯ ТА РОЗВИТКУ ТЕРИТОРІЙ КИЇВСЬКОЇ ОБЛАСТІ

Анотація. Розглянуті характерні риси соціально-економічного розвитку міст Київської області. Показана їх роль у господарському розвитку території, регіону та країни. Сформовані базові рекомендації щодо вирішення нагальних проблем таких міст та інтеграції їх територіально-господарських комплексів у єдиний соціально-економічний простір України.

Ключові слова: розвиток територій, соціально-економічні напрями збереження міст, Концепція збереження та розвитку територій.

АНАЛИЗ ОСНОВНЫХ НАПРАВЛЕНИЙ СОХРАНЕНИЯ И РАЗВИТИЯ ТЕРРИТОРИЙ КИЕВСКОЙ ОБЛАСТИ

Аннотация. Рассмотрены характерные черты социально-экономического развития городов Киевской области. Показана их роль в хозяйственном развитии территории, региона и страны. Сформированы базовые рекомендации по решению насущных проблем таких городов и интеграции их территориально-хозяйственных комплексов в единое социально-экономическое пространство Украины.

Ключевые слова: развитие территорий, социально-экономические направления сохранения городов, Концепция сохранения и развития территорий.

Target setting. Kiev region, by the level of development of the sphere of services, industrial and agricultural productions, investment volume, enters to the top five economically-developed regions of Ukraine, however, has its own specific problems of socio-economic development. Uneven of development of areas of the region, significant difference of the socio-economic status of areas and cities of regional importance are some of these problems. Correlation of the maximum and minimum values of the volume of the realized industrial production per one person in 2015 was 223 times. The maximum value of this indicator occurs in Myronivsky area and are equal to the 89.3 thousand UAH, while its minimum value in Ivankov district was only 400 hryvnia. The correlation of the maximum and minimum values of the volume of capital investment per one person is striking and is equal to the 68.4 times. Thus, because of the availability in the center of the region unlimited number of the consumers of goods and services, as residents of the capital, the region has great potential for development, in return, the outflow of labor forces and intellectual needs focusing of the efforts on the development of peripheral areas with the purpose of liquidation of the striking disparities of the socio-economic state.

Analysis of recent research and publications. Systematization of the practical aspects of conservation and development of territories of Ukraine, including Kyiv region was reflected in the works of: M. Dolishnogo (1999) S. Ishchuk (1997), A. Kulik (1999), E. Plug (1997), D. Stechenko (2000), L. Udotova (2002), M. Chumachenko

(1993) L. Shevchuk (2001), V. Shvets (2005) and other domestic and foreign researchers. In the specialized literature there are different types of alternative ways of their implementation.

The purpose of the article. The purpose of the study lies in operation of practical recommendations concerning the development of main directions of conservation and development of areas of the Kiev region.

The statement of basic materials. For Ukraine, in the conditions of transitional type of economy, an important aspect in the implementation of regional development policy are identifying and studying of the problem regions for the development of measures and incentives specific to each type of selected areas. In particular, for the development of differentiated regional policy it's necessary to select areas of the following types: ecologically unfavorable, with a high concentration of population and production; industrially and poorly developed agriculture; industrial depression; reserving; recreational and others (Stechenko, 2000).

Kyiv region is the metropolitan region in the center of which Kyiv – the capital of Ukraine is located, the powerful, political, business, industrial, scientific and technical, transport and cultural center linked to the area by the closed business and social ties, where the main governments of the region are located, but administratively Kyiv doesn't enter to the constitution of the region.

Climatic conditions, fertile soil and geographical location of the region are favorable for agricultural production and for the development of transport infrastructure. Dnipro River, with

formed Kiev and Kanev reservoirs, divides the oblast into two parts: the right bank and left bank, which creates additional problems for economic development as the bridges transitions between them are located only within the capital.

On the competitiveness of regions and cities in the region two powerful factors are affected: population size and location relative to the center of Kyiv region, which is the largest market of goods and labor force in the region. In the nearest town to areas of the Kyiv – Boryspil, Brovarsky, Vasilkovsky, Vyshgorod, Kiev Svyatoshinsky and Obukhov, who make up about a quarter of the region (26,3 %), almost half of the population of the regions are lived (45,8 %).

The southern parts of the region – Boguslavsky, Volodarsky, Mironovskiy, Rokytnianskyi, Skvyrskyi, Stavysche, Tarashchansky, Tetiivskyi – are populated predominantly by the rural population, its total share is 60 %.

The four eastern districts – Baryshevsky, Zgurovsky, Pereyaslav-Khmelnysky and Yagotytsky – make a similar group with the same population density (39,1 %), an area that is 14,6 % of the territory and 9,3 % of the general population of the region.

As a result of this kind of settlement, the most powerful economic regions are those that adjacent to the Kyiv and to the city of White Church, and the southern and eastern areas are far behind in economic and social developments from the central. We cannot take into account the significant historical, demographic, cultural, religious and other differences. It's necessary take into account the emergence on the

west of the state of the common border with the European Union, which conduct an active regional policy and many other factors (Ishchuk, 1997).

Summarizing the above mentioned, it's possible to say that today there are exist a need in the formation of the Concept of preservation and development of the territories (hereinafter – the Concept). Directions of the Concept, in turn, should focus on economic, social and infrastructure aspects that are important for the improving of the quality of life in rural areas.

The main directions of the Concept are the following:

- increasing of the level of rural employment;
- integrated development of areas in the interests of local communities;
- recovery of the economy of northern areas of the Kiev region, that are affected as a result of Chernobyl disaster.

Let's consider each of the above depicted directions in more detail and analyze their substance.

Directions 1. Increasing of the level of rural employment.

In the group of the southern regions (Boguslavsky, Volodarsky, Mironovskiy, Rokytnianskyi, Skvyrskyi, Stavischanskaya, Tarashchansky, Tetiivskyi) that make up a quarter of the region, 60 % is the rural population.

In the four eastern and three western regions, respectively, 50 % and 40 % of the population also live in the rural areas.

In all these areas the main problem is the low level of rural employment, which gradually turns them into deprived areas due to the outflow of hu-

man resources and reducing of the socio-economic level in the villages and towns. Therefore, it is necessary to direct the efforts of government and society on the preservation of the existing workforce, improving of their skills, stimulating of the creation of new job places through the self-employment. Special attention should be focused on supporting of young people, which are interested to start their own business in the country. Implementation of ideas of the Concept of the Direction 1 aims to:

- creation and supporting of the cooperative movement in rural areas;
- promotion to the imposition of capital enterprises in the parts of the region;
- promotion to the development of the farms with the production of environmentally clean and organic products;
- creation of new types of the businesses, supporting of the business ideas of young people (Kulik, 1999) and others.

Direction 2. Integrated development of areas in the interests of local communities.

The infrastructure of villages and settlements area is mostly in unsatisfactory condition now. There are exist many problems in the road transport network of the rural areas and improving of this situation requires the significant investment, financial investment and organizational measures. Therefore, it is necessary to focus the attention on both on general design ideas of the development of some areas in the region, and on resolving of local problems, which can help to open ad-

ditional possibilities of rural development by implementing the ideas of the Concept of the Direction 2, which, in turn, provides:

- creation of the coordination center from the implementation of the Strategy and Action Plan — Agency of the Regional Development of the Kyiv region;
- development of the city building documentation of the rural areas;
- developing of the planning schemes of the territories;
- development of the infrastructure of the rural areas;
- construction of the social (low-cost) housing for settlers from the area of anti-terrorist operations of the region;
- development and improvement of a road network of the peripheral areas of the region (Kachan, 1997).

Direction 3. Recovery of the economy of northern areas of the Kiev region that are affected as a result of Chernobyl disaster.

Today, radiation situation on the territories of the region that are affected by the accident on the Chernobyl nuclear power plant, is stabilized actually. The dose of gamma radiation on the surface of the soil in comparing with 1986 year is decreased in hundreds of times. During the years 2000–2013 the excess of cesium-137 and strontium-90 in drinking water, produced, agricultural products and harvested medicinal raw materials were not detected.

In the Ivankov and Polissyan areas, an area that is 17,4 % of the territory only 2,1 % of the population are inhabited. At the time there are exist the restoration on the northern areas of the

economic activities, and also social life. On the achieving of these goals, the implementation of project ideas of this Direction is directed.

Implementation of the project ideas of the Direction 3 means:

- improving of the utility infrastructure of settlements;
- raising of the living standards of population through the development of cooperative movement;
- preservation and promotion of the cultural heritage of Polissya.

Thus, the Concept includes 3 Directions, which consist of the relevant project ideas. Each of the Directions is concerned of identified problems of sustainable development. Implementation of the project ideas of the proposed Concept is possible through:

- involvement of the funds of the State Fund for Regional Development and financing through the public sector programs;
- introduction of measures to the program of the regional socio-economic development, sectoral regional programs;
- attracting of funding from project ideas and technical assistance programs by the subjects of regional development of the different organizational and legal forms;
- involvement of the funds of local budgets (where this is envisaged by the projects conditions) (Stechenko, 2000) and others.

It should be noted that the formation of the proposed Directions will be carried out in extremely difficult for the country and region years at a significant decline of the economy in conditions of reform of the country

and availability of external aggression. Therefore, among the main conditions of their implementation are two: first, the success of the reforms, declared by the Government of Ukraine in the State Regional Development Strategy of Ukraine till 2020; second – the effectiveness of response to external challenges, connected with the military conflict.

Successful implementation of the Concept should help to achieve the following results:

- creation of agricultural cooperatives;
- development of SMEs in rural areas;
- increasing of the employment and incomes in the peripheral areas;
- creation of new businesses and new types of the economic activities in peripheral areas;
- providing of employment of the population and growth of the self-employment of rural youth;
- saving of labor resources of the peripheral areas of the Kiev region;
- creation of Regional Development Agencies Kyiv region;
- development of Advanced planning scheme of the placing of business and main areas of human activity on the territory of Kyiv region;
- intensification of youth groups in the public, political and business life;
- development of the city building documentation of the region settlements;
- development of the communal infrastructure in the northern regions;

- preservation of the cultural heritage of Polissya;
- creation and development of the Kyiv Regional Investment Agency (Kyivobinvest).

General conditions, which have a value to the implementation of the Concept, are: the success of reforms declared by the Government of Ukraine and the effectiveness of response to the external challenges, connected with the military conflict in the east. The next important conditions of the success realization of this Concept are the availability and transparency of the financial resources of the State Fund for Regional Development and others.

Implementation in the Kiev region of the international projects from the supporting of the practice of sustainable local development will contribute to the achieving of positive results.

The following conditions are the technical capacity and adequacy of enforcement capacity for the implementation of project ideas, as well as effective and efficient work of the Agency of Regional Development, which will coordinate the implementation of all project ideas, help to attraction of additional funds and carrying out of lobbying activities.

Raising of the level of informational awareness and efforts from the implementation of project ideas can help to create a critical mass of stakeholders in order to fulfill the Concept. Tangible changes can be achieved not only in the long term perspective, but in the coming years, due to the implementation of the policy of Ukraine, directed on the decentralization and increasing the capacity of local governments.

Formation of the Directions of the Concept from the balancing of the la-

bor market is based on the assumption that employers, interested in a positive result, will participate in the implementation of project ideas on the principles of the social partnership.

In the part of the implementation of the Concept on the increasing of the social activity of population the basic assumption is adequacy of the positive experience previously implemented project ideas aimed on the development of communities.

Formation of the Concept Directions can be more effective in conjunction with the appropriate measures of the programs in the field of development of human capital and the economy. Providing of the additional capacity for the increasing of the household income, in the framework of this Concept, must be supported by the implementation of project ideas in the sphere of development of domestic tourism and economic development of the peripheral districts (Chumachenko, 1997).

An important positive moment is the direct relationship of this Concept with other Government Programs from the questions of ensuring the economy of the country, especially with the Strategy of Sustainable Development “Ukraine – 2020”, which stipulates that one of the priority ways of developing of our country is providing of a systematic and comprehensive approach to its further social and economic development (Order of the President of Ukraine “Strategy of the Sustainable Development “Ukraine – 2020” of 12 January 2015).

The main risks of development and implementation of the Directions of providing of the development areas of the Kiev region are:

- neglecting of the problems of the periphery for central regions;
- not filling of local budgets, lack of investment, aging of population, demographic decline;
- inability of government and public institutions to organize a productive cooperation with the peripheral areas;
- irrational use of natural resources in the agricultural sector;
- failure of government authorities to eliminate existing structural and economic imbalances;
- non-compliance to the international standards in the fields of industry, logistics, transport, services and agriculture;
- lack of the stakeholder partnerships, ready to support the implementation of specific project ideas and Conception;
- lack of preparation, desire and administrative capacity for the implementation of project ideas and lack of success in mobilizing of the necessary resources (funds);
- untimely solving of the social, educational, infrastructural, environmental and other problems of the population of peripheral areas;
- deepening of the economic crisis and political instability and others.

It should be noted that the success of the implementation of each of the Directions of the Concept and obtainment of the positive impulses of the development of a region, or a substantial part of it is based on a reasonable balance of the regional (state) and private interests. Therefore, where it's

possible, it's necessary to implement a combination of funding from the State Fund of the Regional Development from the state programs, with the regional budget and funding of the private investors. In addition, it is advisable to involve the local budgets (regional, cities, towns and villages) and projects and programs of the international technical assistance.

Conclusions. Summarizing all the above mentioned, we can conclude that for the effective functioning and development of the cities of Kyiv region it's necessary take into account their specific features, principles and factors of influence. In order to achieve a successful implementation of the Concept it's necessary to create a critical mass of all interested parties — namely, local farmers and investors, representatives of public and non-governmental organizations, local, district and regional government bodies, academic institutions and educational institutions, cooperatives and utilities.

In order to obtain the financial resources and technical assistance, providing of management capacity and practical experience in implementing of the similar programs, the participation of the Projects of international technical assistance (including the European Union) are in great importance.

The experience of implementing of the Strategy of regional development strategies of other regions (and countries) may be useful in the performance of project ideas and contribute to the obtainment of a maximal efficiency. There are some common project ideas that are usually are realized in elsewhere and that have a positive results, such as

microcredit schemes, agricultural cooperatives, regional development agencies and others (Shvets, 2005).

Development and conservation of the territories are closely linked to quality of life. In this case the quality of life is the degree of compliance of the conditions and living standards to the scientifically justified specifications and certain standards (Udotova, 2002). Peripheral areas and rural areas also can receive an additional boost for the increasing of the welfare of people through the implementation of project ideas of the development of domestic tourism, which will contribute to the diversification of a many kinds of economic activities.

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BETWEEN POLITICS AND PUBLIC SERVICE (STATE SECRETARY OF THE MINISTRY IN UKRAINE)

Abstract. The article highlights the delimitation of functions between the political positions (Minister) and the public service (State Secretary of the Ministry) in a frame of present reform of public administration in Ukraine. It was proposed to limit the functions of the State Secretary of the Ministry and direct them on personnel management and general organizational issues within the Ministry (no responsibility for public policy sectors).

Keywords: state politics, public service, Minister, State Secretary of the Ministry, the delimitation of functions.

МІЖ ПОЛІТИКОЮ ТА ДЕРЖАВНОЮ СЛУЖБОЮ (ДЕРЖАВНИЙ СЕКРЕТАР МІНІСТЕРСТВА В УКРАЇНІ)

Анотація. У статті висвітлені питання розмежування функцій управління між політичними посадами (міністр) та посадами державної служби (державний секретар міністерства) на сучасному етапі реформування системи державного управління в Україні. Функції державного секретаря міністерства пропонується обмежити управлінням персоналом апарату міністерства та загальноорганізаційними (без прямої відповідальності за сектори державної політики).

Ключові слова: державна політика, державна служба, міністр, державний секретар міністерства, розмежування функцій.

МЕЖДУ ПОЛИТИКОЙ И ГОСУДАРСТВЕННОЙ СЛУЖБОЙ (ГОСУДАРСТВЕННЫЙ СЕКРЕТАРЬ МИНИСТЕРСТВА В УКРАИНЕ)

Аннотация. В статье освещены вопросы разграничения функций управления между политическими должностями (министр) и должностями государственной службы (государственный секретарь министерства) на современном этапе реформирования системы государственного управления в Украине. Функции государственного секретаря министерства предлагается ограничить управлением персоналом министерства и общеорганизационными (без прямой ответственности за сектор государственной политики).

Ключевые слова: государственная политика, государственная служба, министр, государственный секретарь министерства, разграничение функций.

Target setting. There are some current issues in Ukraine connected with its democratic way of development. They are the delimitations of political and administrative positions in the state bodies, including executive power positions. This is a longstanding problem that causes the other ones, and affects the effectiveness of the public administration system in Ukraine.

First of all this delimitation is related primarily to the delimitation between political and administrative functions within the Ministry headed by the Minister – is a politician and member of the Cabinet. Meanwhile

members of the Ministry are public servants.

Nowadays the modernization of public service in Ukraine is aimed at ensuring the political neutrality of public servants as well as the delimitation of political and public service positions.

Due to the Law of Ukraine “On Public Service” from May the 1st, 2016 [2] there were de jure introduced the positions of the State Secretaries (hereinafter – State Secretaries) of Ministries as heads of Public Service. According to the Law and contest the Deputies of Ministries take responsi-

bilities of State Secretaries of Ministries, however no longer than before the 1st of January, 2017 [2, p. XI]. De facto, the positions of State Secretaries in Ministries should be introduced since the 1st of January, 2017.

The State Secretary is the highest position in Public Service in public body [2, art. 2] therefore it is between politics (Minister) and the Public service (Ministry's structure, which is mainly represented by public servants).

Analysis of recent publications on issues has showed that the delimitation of positions in public administration including political and administrative ones challenges lengthy debate among researchers and practitioners. Formation and functioning of executive power in Ukraine was investigated by V. Averyanov, V. Bakumenko, O. Vavlevsky, N. Honcharuk, S. Dubenko, I. Koliushko, O. Krupchan, V. Malynovsky, V. Melnychenko, T. Motrenko, N. Nyzhnyk, V. Oluyko, N. Plakhotnyuk, S. Serohin, V. Tymoschuk and others. The debate is still going on, and the practice of public administration requires scientifically based developments. Further research should be determined to clarify unsolved aspects of that issue.

The purpose of the article is to investigate the delimitation of functions between political positions (Minister) and positions of Public Service (State Secretary of the Minister) in a frame of present reform of public administration in Ukraine.

The statement of basic materials. The Concept of administrative reform in Ukraine [3] from 1998 indicated the need to "enhance the role of ministers as politicians and delimitate the status

of Ministers from the status of public servants". Unfortunately, this concept has not been implemented. That is why a number of issues mentioned in the Concept are implemented from time to time because they still have sense nowadays. Nevertheless, certain issues should be clarified.

To our mind the most urgent issues [3] are:

- minister is a member of the Cabinet and therefore as a political figure (politician) is not a public official (servant);
- the Ministry consists of public servants and chaired by a public servant;
- the features of the "politician (politics)" status are in three key points: special order of appointment; special manner of dismissal; in specific aspects of responsibility such as public accountability for the consequences of any activities;
- Minister should perform all political functions in the ministry, the main of them are: to define the relevant government policy and ways of its implementation in the Ministry and certain sector of public administration;
- Other officials of the Ministry are public servants, together with the rest technical and other workers are the staff unit of the Ministry. That unit is headed by one of the deputy minister, who is a public servant and is appointed and dismissed by the Cabinet of Ministers on the proposal of the governing body of public service. The job title of deputy minister offered is the Chief of the Minist-

ry staff unit. That position gives opportunity to the Minister to be free from administrative and functioning responsibilities as well as ensure the stability, avoid the impact national policy and political figures changes, perform the professional succession in the work of the ministry staff unit.

It should be noted that Ukraine has implemented the state secretary and head of staff unit positions. 2016 saw “the State Secretary” (including ministry) again. However, due to the Law of Ukraine “On Public Service” [2] there were some changes in the text of the Law of Ukraine “On the central bodies of executive power” [5]: the words “Deputy Minister – Chief of Staff Unit” is replaced by “the State Secretary of the Ministry”.

We believe that the delimitation of positions is a part of modern system of public administration in Ukraine, meanwhile the essential elements of the concept of “position” in public administration are: social role, functions, level of power. The activities on political and administrative positions are absolutely different. Functions are essential features of “position” concept in public administration, activity in the political and administrative positions in government are fundamentally different [6, p. 133–135; 7, p. 57–62].

Political leaders (political positions in public administration) make political decisions, both in internal and external aspects, and take are personal responsibility for setting priorities and policy focuses. Thus, the most critical public and social needs were taken into account and settled while making their decisions. Politicians endowed with the

highest level of power. The Constitution of Ukraine [1] assigns these functions to the President of Ukraine; Verkhovna Rada of Ukraine; Cabinet of Ministers of Ukraine. The positions of the President, members of parliament and government of Ukraine are the nationally highest public positions. The responsibilities of political positions include the formation (acceptance, approval legislation) of state policy, legislation (legal framework) of our state, and the main directions of state policy and life of the society as a whole.

The political functions of the government consist in determining (shaping) of the Policy of Ukraine, together with such institutions as the Verkhovna Rada of Ukraine and the President of Ukraine. Political government functions are primarily written in the program of President’s activity. In our opinion, the Minister (Politician) should demonstrate political functions regarding relevant spheres of government policy and take personal responsibility for its effectiveness.

In this case, we can note that the positions of members of the Cabinet of Ministers of Ukraine belong to political positions, and they are not covered by the law on public service [4, p. 6].

Most of the administrative functions – administrative functions in public administration should be demonstrated by officials on administrative positions. The professional activities of public servants are in practical performing of the state (society) tasks and functions. They are responsible for development of proposals for public policies, priorities, preparation and reasoning of political decisions and their implementation.

According to the Law of Ukraine “On public service” [2] the State Ministry as the highest public service position demonstrates his duties on public service issues and organization of other workers in that state body [2, art. 2].

In our opinion, the Law of Ukraine “On public Service” [2] pays more attention to the State Secretary of the Ministry functions regarding staff management in the Ministry. Namely, State Secretary of the Ministry: 1) organize the planning of personnel work, including organizing the competitions for vacancies (public service categories “B” and “C”, provides transparency and objectivity of competitions in accordance with the requirements; 2) provides career planning, the planned replacement of public service professionals trained in accordance with the requirements of professional competence and encourages promotion; 3) ensure publication and informing the central executive body about vacant public service positions in order to create a general list of vacancies; 4) appoints citizens of Ukraine who passed the competitive selection for vacant public service positions in categories “B” and “C”, or dismisses from these positions; 5) confers public service rank to the public servants according to their positions of public service category “B” and “C”; 6) ensure the training of public servants of the state body; 7) plans trainings as to improve the level of state language of public servants as well as regional or minority languages specified by the law, or foreign language – the official languages of the Council of Europe, if that requirement is a must; 8) controls the executive and official discipline in the public body; 9) considers the com-

plaints against the actions or ignoring by public servants who hold the state “B” and “C” positions of public service; 10) take within their duties decisions on promotion and disciplining of public servants who hold positions of public service category “B” and “C”; 11) serves as the employer in respect of public employees who are not public servants; 12) provides the appropriate conditions and technical support; 13) performs other powers in accordance with that and other laws of Ukraine [2, art. 17].

At the same time the Law of Ukraine “On the central executive bodies” [5] focus shifts to the organizational functions of the Ministry, they are to: 1) organize the work of the staff unit of the ministry; 2) ensure the preparation of proposals on behalf of the Ministry and give for consideration to the Minister; 3) organize and control the Ministry regarding following the Constitution and laws of Ukraine, acts of the President of Ukraine, acts of the Cabinet of Ministers of Ukraine, orders and instructions of the Ministry, Minister, and his Deputies, in addition report on their implementation; 4) prepare and give for approval of plans of the Ministry to the Minister, report on their implementation; 5) form the state budget policy in coordination with the central executive body, approve the staff unit list and budget of the Ministry [5, p. 10]. Also, besides the functions of Ministry human recourses management it is added the function [5] of regional human recourses management of different offices, enterprises, institutions and organizations belonging to the Ministry (p. 10–13, art. 10). In our opinion, it is the function of human recourses management of different of-

fices, enterprises, institutions and organizations belonging to the Ministry (appointment, dismissal of managers and their deputies, disciplining of managers) that should not be attributed to the functions of the Secretary of the Ministry. For the Secretary of the Ministry has to take responsibilities for administrative management of the staff unit of the Ministry, strict compliance with current legislation, stability and independence of the Ministry on change of politicians and promote the professional continuity in the work of the ministry staff.

Also it should be noted that the Law of Ukraine "On the central executive bodies" [5, art. 9] asserts that the post of first Deputy Minister and Deputy Ministers belong to political positions (they are not covered by legislation on public civil service). Minister defines the duties of the first Deputy Minister, Deputy Minister, division of their duties and responsibilities between the First Deputy Minister and Deputy Ministers, which they can carry out in his absence [5, art. 8]. The First Deputy Minister, Deputy Ministers give mandatory for public servants and staff of the Ministry and its territorial bodies [5, p. 9].

In practice, the function of Deputy Ministers in a certain way can interfere the functions of the State Secretary of the Minister, who is also responsible and under the control of the Minister. Therefore, the current legislation should clearly delineate the functions of Deputy Ministers and functions of State Secretary of the Minister.

It should be mentioned that Ukraine has no clear, legislated definition of sectors of public administration. In our opinion, it would be logical that the

Minister takes responsibility for formation and implementation of one or more sectors of public administration. Depending on that at fact the Minister would have one First Deputy, or in addition a number of Deputy Ministers, all of which would be responsible for certain shears of state policy. Thus, political function and responsibility of the Minister and Deputy Ministry (s) are divided constantly, but not only in period of absence of the Minister.

In our view, the functions of State Secretary of the Ministry should be limited and focused only on personnel management system and general organizational issues of the Ministry without direct responsibility for public policy sectors.

Conclusions. Thus, at the present stage of public administration reform in Ukraine there is a need:

- return to the Concept of administrative reform (new version) as a long-term holistic document;
- consider the delimitation of political and administrative positions as part of the streamlining of functions of current system of public administration in Ukraine;
- fix the dividing of public administration into sectors legislatively;
- fix the responsibility of the Minister as a politician (which he shares with his deputies) for a certain sector or sectors of public administration. Minister (politician) should demonstrate political functions regarding relevant spheres of governmental policy and take personal responsibility for its effectiveness;
- avoid identification or substitute the functions of Deputy Minis-

ters and State Secretary of the Ministry (State Secretary — is not the Deputy Minister (in fact), as it was “the Deputy Minister — Chief of Staff Unit”;

- clarify the function of State Secretary of the Ministry regarding administrative management of Staff Unit of the Ministry, strict compliance with current legislation, stability and independence of the Ministry on change of politicians and promote the professional continuity in the work of the ministry staff;
- delineate the functions of the Minister and State Secretary of the Ministry. Functions of the State Secretary of the Ministry should be limited and focused on personnel management in the Ministry and general organizational issues (no direct responsibility for public policy sectors).

Further scientific researches should be related to improvement of the functional and organizational structure of Ministries taking into account the process of delimitation of political and administrative functions.

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PUBLIC ADMINISTRATION IN UKRAINIAN COORDINATE THE PRESENT

Abstract. This paper draws attention to the conditionality of public administration development as an add-reform of public administration; the issues related to the problems of public power optimization, improvement of the management in the context of socio-economic and political modernization of modern Ukraine are reviewed.

In addition, one of the fundamental challenges facing the government today is bringing the public power to appropriate standards. This in turn requires managers of all levels to demonstrate high professionalism, innovative thinking, personal responsibility and so on. Given the importance of the use of professional

expertise, the employees of public administration, solving complex domestic functional problems of today, have to implement new practises of public administration to reduce the destructive tendencies of social development and improvement of functioning efficacy of the public administration institute in general.

Due to the mentioned fact, the article explores the theoretical and methodological principles of public administration functioning and development, as the basic foundation of the governmental power and modernization machinery of society in the complex realities of today.

Keywords: public administration, domestic present, governmental power, reforming, political power, the coordinate system, democratic processes in Ukraine, management of social development, the dynamics of the processes, social and political system, institutional approach.

ПУБЛІЧНЕ УПРАВЛІННЯ В СИСТЕМІ КООРДИНАТ УКРАЇНСЬКОГО СЬОГОДЕННЯ

Анотація. У статті звертається увага на зумовленість розвитку публічного управління, як надбудови реформування державного управління, розглядаються питання, пов'язані з проблемами оптимізації публічної влади, удосконалення сфери управління в контексті соціально-економічної та політичної модернізації сучасної України.

Крім того, одним із засадничих викликів сьогодення, що стоять перед державою, є приведення системи публічної влади до відповідних стандартів. Це, у свою чергу, потребує від управлінців усіх рівнів високого професіоналізму, інноваційного мислення, особистої відповідальності тощо. Виходячи з важливості застосування професійної компетентності, працівники публічного управління під час вирішення складних функціональних проблем вітчизняного сьогодення мають впроваджувати нові практики публічного управління, спрямовані на зниження руйнівних тенденцій суспільного розвитку та підвищення ефективності функціонування інституту публічного управління загалом.

У зв'язку із зазначеним, у статті досліджено теоретико-методологічні засади функціонування та розвитку публічного управління, як базової основи державної влади та механізму модернізації життєдіяльності суспільства у складних реаліях сьогодення.

Ключові слова: публічне управління, вітчизняне сьогодення, державна влада, реформування, політична влада, система координат, демократичні процеси в Україні, управління суспільним розвитком, динаміка процесів, суспільно-політична система, інституціональний підхід.

ПУБЛИЧНОЕ УПРАВЛЕНИЕ В СИСТЕМЕ КООРДИНАТ УКРАИНСКОГО СЕГОДНЯШНЕГО ВРЕМЕНИ

Аннотация. В статье обращается внимание на обусловленность развития публичного управления, как надстройки реформирования государственно-го управления, рассматриваются вопросы, связанные с проблемами оптими-

зации публичной власти, совершенствование сферы управления в контексте социально-экономической и политической модернизация современной Украины.

Кроме того, одним из основных вызовов современности, стоящих перед государством, является приведение системы публичной власти к соответствующим стандартам. Это, в свою очередь, требует от управленцев всех уровней высокого профессионализма, инновационного мышления, личной ответственности и т. п. Исходя из важности применения профессиональной компетентности, работники публичного управления при решении сложных функциональных проблем отечественных реалий жизни должны внедрять новые практики публичного управления, направленные на снижение разрушительных тенденций общественного развития и повышение эффективности функционирования института публичного управления в целом.

В связи с указанным, в статье исследованы теоретико-методологические основы функционирования и развития публичного управления, как базовой основы государственной власти и механизма модернизации жизнедеятельности общества в сложных реалиях нынешнего времени.

Ключевые слова: публичное управление, государственная власть, реформирование, политическая власть, система координат, демократические процессы в Украине, управление общественным развитием, социальная динамика, общественно-политическая система, институциональный подход.

Target setting. Public administration in Ukrainian coordinate system today is a defining category of the government functioning. The state building challenges were and are extremely difficult for modern Ukraine because of the Soviet past burden and the lack of sufficient knowledge in the area of democratic governance. There is a scientists view, that public service institute belongs, among the others, to poorly studied in certain ideological issues [7; 8; 11–13].

Analysis of recent research and publications, the outlined problem is given an important place among the scientific research. The attempts to examine the issues of public administration in modern Ukraine have be-

gun relatively recently. An important contribution to the study of the nature and functioning of public administration development have been made by: V. Averyanov [1] V. Baku- menko [2; 3], I. Vernudina [4], R. Voy- tovych [5], N. Havkalova [6] S. Dat- syuk [7; 8], T. Lukina [10] A. Melnyk [11] M. Minenko [12] O. Obolensky [13; 14] M. Stadnik [17], P. Seriogina, V. Shary [18] and others. Thorough development of certain aspects of problems research and development prospects of the intellectual resources of public authority is contained in the scientific works of V. Gorbatenko, M. Holovaty, V. Lugovoy, V. Knyazev, Yu. Kovbasyuk and others. Their works offer scientific approaches to

the analysis of “the complete image” of public life; meaningful, functional and structural characteristics of competence approach actualization of public officials are interpreted with practical implementation of their skills in public service.

The purpose of the article is an analysis of institutional change and conditionality of public administration development, as a public body in line with the modernization of the country, namely of the public authorities functioning in the context of Ukrainian present.

The statement of basic materials. It can be noted that until now the very concept of “public administration” and “public service” is still new. Today, defining the changes paradigm in the system of government management towards public administration, the academics outline the mechanisms and concepts of public administration [12, p. 34–37]. According to this understanding, public administration reform and optimization of public authorities nowadays become a priority on the way to modernization of the social order of the state.

Weighted is the scientists view that developing public administration, organizational structure of the government and the links between them, public policy should aim at ensuring stability in the political, economic and social areas which involves the introduction of policies and mechanisms of socio-economic, political and other partnership kinds of different social groups and institutions [7; 8; 14].

This is because the process of public administration reforming in Ukraine towards decentralization and the

choice of the European way, by means of which the domestic science should reorient public administration, local government and civil society towards a systematic vision of the public administration development and its component — public service [14, p. 3–10].

Accordingly, one should have a clearer idea of the category of “public administration”, “public service” and the relationship of such a management with the mechanisms of state power realization and decision-making.

It should be noted that the research on this issue does not lose its relevance in the world and in Ukraine. Indeed, over 25 years the domestic system of public administration, structure and functions of public authorities at all levels were changing. New market mechanisms and various social institutions require a transformation of public administration, as well as the entire bureaucracy, for an effective system of governance, working for people.

The famous Ukrainian scientist in the field of public administration, PhD in Public Administration, Professor V. Bakumenko claims that “understanding the nature of government has evolved due to the development of democracy and civil society in the world, and particularly in Ukraine. So, today the aspect of cooperation between the state and civil society in governance is quite important in contrast to the traditional vision of the government as organizing and regulating influence of the state on social livelihood of people with a view of its ordering, saving or transformation, based on its ruling power” [2, p. 18.]

It is natural that today one of the strategic tasks in the administrative

reform is forming a new functioning ideology of executive power and local government as an activity, responsible for ensuring the rights and freedoms of citizens, the provision of quality public services. On this occasion, accordingly, public administration has to change.

The decisive criterion for these changes are the modern challenges facing the leaders of the Ukrainian state, the introduction of public service, i. e. the introduction in Ukraine of the European standards of citizen service and professional and effective functioning of the administrative and political management in the country [4, p. 32].

Despite the fact that it has been a long time since the beginning of social changes in our country, unfortunately, we have seen that modern Ukraine has acquired the status of permanent crisis phenomenon in the Ukrainian-public space of management and is on the verge of many challenges.

In terms of sociological research in late 2016, 69,9 % of respondents assessed the current situation in Ukraine as intense, yet 23,2 % of all respondents consider it explosive. Only 5,2 % indicate that the situation in the country is stable, and 1,9 % did not give a clear answer to this question [9, p. 2].

The criteria, in the conventional sense, is a set of internal and external factors: a sociological study “Sociopolitical situation in Ukraine” conducted by the service, “Socis” and the sociological group “Rating” on the prospects of coordination of the Ukrainian society demonstrate that 54,3 % of respondents identified the war conflict in the Eastern Ukraine as a major problem that needs immediate resolution. Besides the banking crisis, the de-

struction of the population purchasing power, reduction of foreign exchange earnings, capital flight, withdrawal of investment from the country, rising unemployment are increasing depressive pressure on the executive and local authorities, such are the indicators for assessing the current situation in the country [7–9].

Critical is the idea of S. Datsyuk: “the ruling regime in recent years supports the oligarchs and practises corruption; it is effectively destroying the middle class and Ukrainian banking system, accelerates inflation and hides it.” This regime is not able to defend the interests of the people; it has showed its inability for professional discussions, a broad public discussion of matters affecting the whole country [8, p. 3].

Of course, this problem has its specific properties and requires study and conceptual definition. On February 18–20, 2017 has Ukraine celebrated the third anniversary of the Revolution of dignity. Sharing the scientific position of the political expert P. Datsyuk, we note: “to make a civilizational breakthrough in public administration it needs the ruling class with the ideas about the development of civilization” [8, p. 2].

Admittedly, the reason for the continuation of Ukrainian political crisis is in that its main reasons have not been overcome, they continue to operate and threaten Ukraine. Revealing the essence of public administration in the context of the Ukrainian present, we support the thesis: “if the government is on the side of the community, it must come from a position of protecting its long-term interests, social security and basic values” [ibid, p. 4]

In particular, there is general scientific view that the tasks of public administration should be synergistic combination of the concepts of rational bureaucracy, new public management and good governance, the main ones are: changes in the functions and structure of executive bodies towards avoiding duplication of powers; the reform of budget expenditures and revenues; the reform of government regulation; reorganization of state control; deregulation and simplification of administrative procedures; organization of free access to information about the activity of state bodies, implementation of government-public consultations on policymaking; ensuring an effective system of incentives for administrative reform at the level of local authorities; the use of modern information technology; the reform of civil service; realization of accountability principle and accountability of government to public organizations etc. [3; 4; 6; 7].

From the standpoint of domestic scientists, with the implementation of the accountability principle of the government to NGOs, the values of the new public service in Ukraine arise, such as: professionalism, creativity, innovation, moral responsibility of the management elite [2; 4; 10; 14].

However, the multifunctionality of the state determines the internal differentiation of public service. The two main types of public service are the service in governmental bodies (public service) the service in local authorities (municipal service). There are no fundamental differences in the work of state officials and local authority officials.

The organizational principles of the social development management,

socio-political interaction between representatives of power structures require an expert analysis, scientific forecasts and critical thinking. The analysis of socio – political cooperation between representatives of power structures is studied in the works of C. Adamchuk, V. Bakumenko, R. Voytovych, R. Romaniuk, A. Rudik, S. Seriogina, O. Obolensky and others.

It is defined in the scientific literature that modern studies on harmonization of national interests and the interests of society in the activity content or public management forms that it acquires and which it operates, are based on legal norms. The legislation of Ukraine has never used the term “public service” until recently.

For the first time in modern Ukraine the term “public service” was used at the legislative level by the Administrative Justice Code of Ukraine (doc. 2747–15, current edition. of 05/01/2017), which stipulates that public service is an activity on public political positions, professional activities of judges, prosecutors, military service, alternative (non-military) service, diplomatic service, another public service, service in governmental bodies, local government. Obviously, this definition is overly broad and is set forth on purpose in this Code. It is necessary at a minimum to separate public service from the activities of politicians at the state political positions and judges, while these positions are not official by their nature.

Given the institutional aspect, public service in the broadest sense can be performed by all employees of public sector organizations, public authorities (not only executive, but also legislative

and judiciary), state enterprises and institutions, local governments, public enterprises and institutions. Thus, the concept of public service activities includes the activity of employees of all institutions that perform public tasks, including those of public or municipal doctors, teachers, etc. [4; 12; 13; 18]. In a narrow sense in the institutional dimension, public service is regarded as the activities of state employees and local governments.

The functional aspect is characterized by the fact that the tasks of public administration in many countries are carried out not only by the public (state and municipal) sector bodies, but are delegated to NGOs. That is, it is the expansion of the entities involved in the performance of public functions and defining the boundaries of public service through the implementation of public tasks [ibid].

When choosing an approach to understanding the sense of the public service, in our view, one should be guided by practical needs. Is it because the most rational is the institutional approach that limits the scope of the public service by the framework of public administration, i. e. in Ukraine these are first of all the executive authorities and local governments.

The leading scientists think that the means of public interaction of authorities should be aimed at the ensuring of social harmony (considering the identity of the population) on the background the efficient use of material – labour and financial resources in the management of state affairs [5, p. 30–34].

No doubt that the factors of public interaction of the authorities influence the development of such impor-

tant sectors as political, educational, scientific, healthcare, social protection of citizens, the level of economic performance and so on. However, recognizing the public administration as complex and multifaceted phenomenon, most scientists point out that so far there is no sustainable, comprehensive and universally wording of it. [5, p. 30–34]. The scholars come to the definition of public administration from the position of a real activity content or forms that it takes and where it operates. Thus, according to A. Melnik, “public administration” is oriented towards the implementation of public (common) interests and includes such components as: public administration (with the public authorities as a subject) and public administration (with the public institutions as a subject) [11, p. 8–14].

As the elements of public administration, public and governmental management interact, complement each other, based on the unity of public interests and feasibility of harmonization of administrative influence for the purpose to enhance its effectiveness. In the coordinate system of public administration the governance plays a decisive role, it has an impact on all spheres of public life.

The understanding of public administration as a process that is based on the will of the community (group of people) and implemented by the entities identified by the community in order to satisfy the needs and to meet the objectives of the community as an object of control we find in the works of professor O. Obolensky [13, p. 27–33]. Another Ukrainian scholar V. Averyanov considers public administration

as a “power-organizing influence of governing entities on the joint activities of people for the purpose of organizing them, coordinating and directing for the effective achievement of the general (common) goals and objectives of this activity” [1, p. 78].

The review of Public Administration in the coordinate system of modern Ukraine deserves a consideration of foreign opinion. As for the term “public administration”, the United Nations Development Programme refers to the definition proposed by the American scientist J. Shavritz in the International Encyclopaedia of Public Policy and Administration. According to the scientist, “public administration is a branch of practice and theory, which is a key for public administration and is focused on the internal functioning of state institutions, in particular addressing such managerial issues as control, management, planning, organizational supply, providing information technologies, human resources and evaluating the effectiveness” [3, p. 322].

According to the professor of Public Administration of Leuven Catholic University K. Pollitt, the term “public management” can be used in such aspects as: the activities of public officials and politicians; structures and procedures of government agencies; systematic study of activities, or structures and procedures [20, p. 8].

For these reasons, it is appropriate to emphasize that the category of “public administration” is complex in nature. Its system is easier to describe than to provide a clear definition. In our opinion, it is more appropriate to provide a specification of public administration that would help to understand its nature.

Today the system of public administration encompasses many subsystems. Its area of interests includes political, economic, social, administrative, legal, humanitarian system etc. The scope of its formation and development is influenced by both internal (unbalanced socio-political system of the state) and external (geopolitical challenges, global trends in social transformations, etc.) factors.

The semantic definition of “public administration” is carried out through the prism of understanding of its role in life of society, the state and every individual. There is a modernizing of the semantic content of the term “public administration” [12–14; 17; 18].

We can consider that, both in Ukraine and in Western academic circles, the theory of public power is being meaningfully grounded so far, respectively, public administration as well. The term “governance” is often used to describe the category of “public administration” in scientific literature. Frequently the translation from English to Ukrainian of the terms “public administration” and “public management” is unified as “governance” [6; 10; 11; 19–21]. This is due to the fact that Ukrainian scientists mainly base public management concept on the classical view of the management in the public sector, proposed by the German scholar M. Weber. The main feature of such public management is a system authoritative direction, which origins are in the state will, and its prevalence extends to all social life [1; 3; 14].

It should be noted that the classical Weberian model of governance prevails today in the public sector of Ukraine. The definition of public administration

as a dominant in social relations is the best demonstration of how the term “governance” is perceived and understood in Ukraine.

The government is the basic mechanism of public administration, while a key aspect of governance is the people. Therefore, the modern German researcher of public administration G. Bukert notes that “public administration is not some neutral, technical process, whereas an activity that is closely linked to politics, law, and civil society” [21, p. 16].

You can see that public administration is not identical definition of political activity. Public administration and political activity inherently and by peculiarities of legal regulation forms separate social institutions. However, these categories closely interact in general public processes. For example, the fact that political decisions are mostly implemented through the mechanisms of public administration. Accordingly, public administration is the type of management, which is implemented by certain entities, primarily by state and local governmental bodies. It is meant, for instance, that particular characteristic of government is that it has an external focus of its activities. Public administration at the state authorities level is manifested in external relations of executive bodies with other bodies of public authority and private individuals.

In general, it seems expedient to support the scientific justification that public administration and internal – managerial activities of public authorities differ in legal regulation, legal consequences, subject composition, etc. [12, p. 127–128].

One may agree with the doctor of jurisprudence R. Melnyk that public administration is a complex activity not only in external but in internal dimension, as it is realised by means of many tools that lead to different legal consequences for the objects of management influence [11, p. 8–14]. Importantly, if public administration considers implementing powers based upon the law, the public administration further focuses on the efficiency of the administration providing maximum satisfaction of social needs.

Concerning the exercise of public management at the local government level, the priority in this direction is the implementation in Ukraine of the local government reform, which aims to replace an inherited centralized authority system by decentralization.

According to the approved by the Cabinet of Ministers of Ukraine order № 333 of 04.01.2014, the concept of reforming the local government and territorial organization of power in Ukraine, such changes take place in control system in regions [15, p. 18].

At present Ukrainian coordinate system, in terms of democratic reforms, the activity of public service professionals and public bodies in managing not only social but also public affairs is increasing [17; 18]. This in turn requires researchers to encourage managers at all levels for the capacity and ability to continuously improve the educational level, to perfect professional knowledge, related to professional and public activities.

We hope that decentralization of power will allow achieving important aspects of public administration at the local level. Such management aims to

improve the development of local communities, which can perform managerial influence themselves on the areas that need improvement and development and solving of urgent problems of today [15, p. 18].

Therefore, in accordance with the recommendations of the Committee of Ministers "On the participation of citizens in local public life", there is a need to encourage the members of the general public and individual organizations to work together to achieve results. [16]. This is emphasized by professor O. Obolensky, arguing that the population is crucial among the subjects of public administration.

The people identify, claim, control and evaluate in direct or representative ways: the goals of civil society actors, including bodies of public administration, strategic program solutions to achieve them; ways to meet the needs of the population and solution of the significant current problems for the community [14, p. 3–10].

Conclusions. The complexity of the tasks of public administration is that the changes in the Ukrainian government structures observed in recent decades have failed to overcome the cumbersome, non-transparent administrative-command system, to create an effective public administration.

Unfortunately, the research on public administration pays little attention to anti-crisis technologies; not sufficiently developed and justified in both global and domestic practice are the mechanisms for implementing the objectives of public management in crisis conditions, methods and procedures of their bodies' activities.

So, today's crisis of Ukrainian politics is above all a crisis of confidence. People have lost confidence in political institutions, in the virtue of leading politicians and parties, institutional capacity of the government and its leaders to implement reforms in democratic direction that was won and clearly proclaimed by the Revolution of dignity.

In turn, politicians do not trust either each other or the society and no longer rely on the support from citizens. This makes governmental institutions unable to purposefully lead the country through reforms.

Therefore, the definition of strategic and perspective directions of public administration reform according to the best European and world standards provides a comprehensive approach in the coordinate system of modern Ukraine and demands socially equitable governance that would ensure harmonization of public interests and the interests of society the most effectively.

This is possible thanks to the improvement of the system of public administration and balancing the interests of all members of society.

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PECULIARITIES OF FUNCTIONING OF ADMINISTRATIVE AGENCIES IN THE PUBLIC SERVICE OF SWEDEN

Abstract. The article gives a General analysis of the public administration system of Sweden, which later received the name “the Swedish model”. A characteristic feature of this model is the combination of the corresponding control system, steady economic growth, political stability, high level of social protection and a decent level of welfare of the society. An important role in building such a model and played the public service, which refers to open, so is a mobile, simplified, and accordingly has the democratic nature of functioning. The Constitution establishes the General criteria of access to public service, which are somewhat minimized, but the list of criteria was expanded by the Act public service preferred skills and experience when recruiting staff.

The article notes that the specific feature of the Swedish system is its dualism, which is associated with the so-called “Ministerial rule, which prevents members of the Government to intervene in current cases of administrative agencies”. Such administrative agencies are sufficiently independent entities,

vested with broad rights and freedoms and give government agencies the proposals within the appropriate course. Each Central Agency is accountable to a particular Ministry. This situation is a consequence of the norms of collegiality in making decisions.

It's noted that in the framework of the Central public administration system, the Government delegates most of the responsibilities for managing public sector employment directly to agencies, each of which manages its employees, except heads of agencies who are appointed by the Government (diplomats, police, armed forces).

A characteristic feature of the public service of Sweden is the lack of official organization for civil servants holding the highest positions within which it is possible to allocate two groups of "senior" government officials: first, a group of Executive staff at agencies (Directors, governors, and County heads of government departments) and the second group of state secretaries and General Directors.

Keywords: public service, government services, administrative Agency, The Council of the Agency, the heads of departments, officials.

ОСОБЛИВОСТІ ФУНКЦІОНУВАННЯ АДМІНІСТРАТИВНИХ АГЕНТСТВ В СИСТЕМІ ДЕРЖАВНОЇ СЛУЖБИ ШВЕЦІЇ

Анотація. У статті здійснено загальний аналіз системи державного управління Швеції, яка в подальшому отримала назву "шведська модель". Характерною рисою цієї моделі є поєднання відповідної системи врядування, стійкого економічного зростання, політичної стабільності, високого рівня соціального захисту та гідного рівня добробуту суспільства.

Важливу роль у побудові такої моделі й відіграла система державної служби, яка відноситься до відкритої, тому є мобільною, спрощеною й відповідно має демократичний характер функціонування. Саме Конституція встановлює загальні критерії доступу до державної служби, які є дещо мінімізованими, але перелік критеріїв розширений Актом публічної служби, який надає перевагу навичкам та досвіду при доборі кадрів.

У статті зазначається, що особливою характерною рисою шведської системи є її дуалізм, який пов'язаний з так званим "міністерським правилом, яке не дозволяє членам Уряду втручатися у вирішення поточних справ адміністративних агенств". Такі адміністративні агенства є досить самостійними утвореннями, наділені широкими правами і свободами та надають урядовим структурам пропозиції в межах відповідного курсу. Кожне центральне агенство підпорядковується конкретному Міністерству. Такий стан речей є наслідком норм колегіальності при прийнятті рішень.

Зазначається, що в межах центральної системи державного управління, Уряд делегує більшість обов'язків з управління зайнятістю у державному секторі безпосередньо агенствам, кожне з яких управляє своїми співробітниками, за винятком керівників установ, які призначаються Урядом (дипломатів, працівників поліції, збройних сил).

Характерною рисою державної служби Швеції є відсутність офіційної організації для державних службовців, які обіймають вищі посади, в межах якої можна виділити дві групи “старших” державних службовців: перша — це група виконавчого апарату в агенствах (директора, губернатори графств, керівники урядових установ), а друга — група державних секретарів і генеральних директорів.

Ключові слова: державна служба, урядові служби, адміністративні агенства, Рада агенства, керівники відомств, посадові особи.

ОСОБЕННОСТИ ФУНКЦИОНИРОВАНИЯ АДМИНИСТРАТИВНЫХ АГЕНТСТВ В СИСТЕМЕ ГОСУДАРСТВЕННОЙ СЛУЖБЫ ШВЕЦИИ

Аннотация. В статье осуществлен общий анализ системы государственного управления Швеции, которая в дальнейшем получила название “шведская модель”. Характерной чертой этой модели есть сочетание соответствующей системы управления, устойчивого экономического роста, политической стабильности, высокого уровня социальной защиты и достойного уровня благосостояния общества.

Важную роль в построении такой модели сыграла система государственной службы, которая относится к открытой, поэтому есть мобильной, упрощенной и, соответственно, имеет демократический характер функционирования. Именно Конституция устанавливает общие критерии доступа к государственной службе, которые есть несколько минимизированными, но перечень критериев расширенный Актом публичной службы, который дает предпочтение навыкам и опыту при подборе кадров.

В статье отмечается, что особой характерной чертой шведской системы есть ее дуализм, который связан с так называемым “министерским правилом, которое не позволяет членам Правительства вмешиваться в решение текущих дел административных агентств”. Такие административные агентства достаточно самостоятельные образования, наделены широкими правами и свободами и предоставляют правительственным структурам предложения в пределах соответствующего курса. Каждое центральное агентство подчиняется конкретному Министерству. Такое положение вещей является следствием норм коллегиальности при принятии решений. Отмечается, что в пределах центральной системы государственного управления, Правительство делегирует большинство обязанностей по управлению занятостью в государственном секторе непосредственно агентствам, каждое из которых управляет своими сотрудниками, за исключением руководителей учреждений, которые назначаются Правительством (дипломатов, сотрудников полиции, вооруженных сил).

Характерной чертой государственной службы Швеции является отсутствие официальной организации для государственных служащих, занимающих высшие должности, в рамках которой можно выделить две группы “старших” государственных служащих: первая — это группа исполнитель-

ного аппарата в агентствах (директора, губернаторы графств, руководители правительственных учреждений), а вторая — группа государственных секретарей и генеральных директоров.

Ключевые слова: государственная служба, правительственные службы, административные агентства, Совет агентства, руководители ведомств, должностные лица.

Target setting. Sweden is a developed country in the European Community. In the second half of the twentieth century appeared the term “Swedish model”, which describes the successes of Sweden as one of the most developed country in the socio-economic aspect, a feature of which is a combination of governance, political stability, sustained economic growth, a high level of social protection and decent welfare society.

With responsible and effective use of economic, political and social mechanisms and tools the Swedish society could build its “Swedish House” on the principles of democracy, prosperity, openness and security. Therefore, the example and experience of Sweden (including experience of economic policy) is of practical interest for the world, first for the so-called “transit” countries, which include Ukraine [8].

Analysis of recent research and publications. To the analysis of the functioning of the Swedish public service was devoted the work of a number of Swedish scientists involved in research on the public administration, including V. Williams, T. Larson, G. Beck. It should be noted the absence of works of local scientists to study the experience of the Swedish model of public administration and civil service features of Sweden.

The purpose of the article is to make a general analysis of the current state of public service operation in Sweden.

The statement of basic materials. In the scientific literature is accepted the dividing of the public service system in closed and open [7, p. 218]. For a closed system it is inherent the limited access to public service and low mobility of the employees within the interagency movements and their political neutrality. Countries with a closed system of public service are France, Japan, UK, Italy, Germany, Finland and others.

Typical representatives of open civil service are the United States and Sweden. This model implies the absence of elite specialized institutions for the training of the civil servants, that is more mobile and simplified in joining the civil service, therefore has a democratic character. Also, this system is more loyal to the political activities of public servants.

A significant role in the functioning of public service plays the structure of the state government. The system of Sweden is built on three levels: national, regional and local.

Under current law, the right to establish a system of government, civil service status, conditions of its passage is provided by Riksdag (**Riksdag** Swedish *Sveriges riksdag*) — the name of the Swedish Parliament (legislature of Sweden). It was founded in 1435. It consists of 349 deputies elected for four years (after 1994, to this for three years). After the failure in 1968 of the

bicameral parliament, the Riksdag currently is a unicameral parliament. It exercises the legislative power and control of the government. It is located in the heart of Stockholm, on the island Helgeandsholmen [1, p. 15].

Let us consider the system of public service in Sweden. In the system of government of Sweden the priority is the person's interests and needs that are closely related to the interests of the public, and the environment.

Sweden Constitution establishes general criteria of the access to the public service. However, it should be noted that the Constitution gives only the minimum educational requirements. However, the list of criteria is extended by the Act for public service that favors skills and experience in taking candidates. The government appoints the Director General, who heads the agency, and in some cases, other senior officials. On the other positions the civil servants are employed individually by agencies. In Sweden there is no general procedure of hiring civil servants.

Note that in some cases the government has the right to shift positions from individuals who are designed by it, others not. The first group includes "political officials" – ministers and their deputies, heads of government departments, prosecutors, governors and chiefs of police, high and middle officers, diplomatic and consular representatives of Sweden abroad, officials and employees of the Foreign Ministry of Sweden. They can be released by the Government. The basic structure of the same high and middle administrative staff can not be removed and is independent of the political orientation of the Government. Such people can improve the position, but the shift

from office or transfer to another post is not allowed [5, p. 43].

Sweden is a unitary state, divided into twenty-one counties (Län), two of which are large regions – combined into several smaller districts. Each district or region has a Regional Administrative Council (länsstyrelse), which represents the central government administration on some issues, and other public bodies in the field (Council for Social Security, police, public authority, employment, etc.). As a political body, each district has a council or landsting that is directly elected by the people.

There is also a third level, municipalities or kommuner, whose number reaches 290. The municipal administration is carried out by municipal legislative assembly called kommunfullmäktige. Their members (always an odd number) are elected by universal suffrage every four years. In turn, the municipalities are divided into 2,512 parishes or församlingar. Currently actively are carried out administrative reforms to merge smaller districts into larger regions [6].

Although the civil service is a special kind of activity, but in Sweden the legislation has undefined legal status of workers. Some provisions of the regulation on the one hand are enshrined in the Law on Civil Service of 1994, which regulates the basic provisions for civil servants (including their rights and obligations), on the other – the Law on Public Employment of 1994, which set out basic disciplinary measures [6].

Overall, the labor relations in Sweden are regulated equally for both the public and private sectors. Thus, the main provisions are enshrined in the Employment Act (1976, 1974 and 1978). Swedish law does not regulate

many areas of employment, except for obligations of public servants. As in other sectors of the labor market, Swedish conditions of employment are based on sectoral agreements that complement legislation in other ways than by law.

The government is the Prime Minister (statsminister) and the members of the Council of Ministers (Statsråd). Works so-called “government agency” (Regeringskansli), which is responsible for the preparation of the Council of Ministers. The ministers are appointed by the Prime Minister. The system of government is being distributed among 13 ministries headed by the Minister, although there are ministers who did not manage ministries. To the functions of the Government is included the guidance of the administrative unit in the center and locally [2, p. 17].

The system of state authority of Sweden has:

- 1) Government services (ministries);
- 2) Agencies of the Central Government.

We believe there are very successful division of activities between ministries and agencies to which they are subject.

The government services include the Prime Minister’s Office, 13 ministries, the Office of Administrative Law [2, p. 17].

Swedish ministries are not numerous compared with other countries. Only 4,800 people – officials and political entities – working in government service. The task of these officers is to assist the Government in implementing its mandate, including initiating research, formulation and execution of jobs to central authorities [6].

Sweden has a numerous and extensive system of administrative agencies, which number about 250 and employs 230,000 workers [1, p. 5].

Each central agency is subject to specific ministers. This agency reports to the Government as a whole. This situation is a consequence of the rules of collective decision-making by the Government, according to which all government decisions are made jointly by all Ministers [5, p. 41]. The organizational structure of a typical agency of the central government is an internal issue that is left to the discretion of its Director.

Another special feature of the Swedish system of government is its duality. There are so-called “minister rule” that prohibits members of the government to interfere with the resolution of current affairs by administrative agencies.

Thus, the administrative agencies are vested with broad rights and freedom in matters within their competence. The administrative agencies work independently and offer the Government proposals within the respective rate [5, p. 41]. The functional responsibilities of the agencies are changes to the regulations within the scope of their competence. The recommendations of the agencies often submitted for public discussion [6]. However, the ministers still retain the right of general supervision of agencies under their jurisdiction.

Within the central public administration system, the Government has delegated most responsibilities to manage public employment to agencies directly. Each agency hires, manages and dismiss their own employees, excluding executives institutions ap-

pointed by the Government. It remains only a few formal systems of administrative careers (diplomats, police and armed forces).

Each agency is headed by the Executive Director, who is appointed by the Government, usually for a period of six years. Sometimes the Director General is elected from the political sphere.

In the agency operates the Council, consisting of the head office and a number of senior officials and representatives of organizations or groups. All board members are appointed by the Government. Most other officials are employed by agencies [1, p.15; 2, p. 33].

The Swedish Government gave the Swedish Agency Administrator (SAGE) the authority for Policy Coordination and central administration employers to negotiate with unions at the national level [1, p. 12]. Accordingly, members of the organization are all the institutions of the central government.

Determining the amount of salaries and most other issues are determined primarily by the agreements between unions and employers in the statutory limits, as well as through individual negotiations between employees and employers [3]. There are some agreements for the regional and municipal sector and other agreements for the sector of the central government [6].

Especially pronounced is the decrease of the difference between the private and public sectors in terms of employment in recent years. A civil servant is increasingly seen as the other employees. The traditional benefits and payments, such as the guarantee of lifelong detention – were canceled [4, p. 22].

Also, note that in Sweden was abolished the oath of public servants when entering the office.

In Sweden there is no official organization for public officials who occupy senior positions. However, within the group of civil servants can be distinguished two groups of “senior” civil servants appointed by the government:

The first group consists of executive staff in agencies, i. e. the Director General, executives of the counties, heads of government agencies, deputy rectors of universities and university colleges, deputy directors, deputy governors and directors of the county district (about 280 people).

The second group includes state secretaries and directors general in the ministries that provide administrative, legal support to members of the Government (about 80 people) [6].

In general, the development of career for officials of central administration is carried out mainly by expanding the range of their responsibilities in the same position. The civil servants in central administration apply for tenders from the list of available positions and do not compete on an equal basis with applicants from other departments.

There is a group of managers who report directly to the Director General, as well as heads of departments and divisions in agencies. These managers employ their Directors General based on permanent contracts, like most employees in the central office.

In Sweden, there is an even distribution of civil servants by gender. At positions there is no noticeable dominance of men or women [3].

In addition, in 1979 was founded the Swedish Institute for Public Ad-

ministration. It exists as a government agency that provides education, training and providing advisory services to the Public Service in Sweden. In 1992 the Institute was privatized and now its management is performed by the respective owners [3].

Conclusions. So, the analysis of the civil service of Sweden found a number of features. Quite efficient on the one hand, is the presence of small staff in ministries and other government organizations, on the other professionals moving to more specialized agencies entrusted with solving current affairs. Also, in terms of practice, the excessive intervention and direct management of public services and agencies by relevant ministers only prevents these structures perform their direct responsibilities. So effective is the kind of duality of public administration of Sweden where there is a “minister rule”.

Also, we should note the polarity of the legal status of Civil Service of Ukraine and Sweden. While in Ukraine has recently received considerable attention and reform of special public service regulation, in Sweden this trend has reverse direction and is characterized by uniform principles of legal regulation of services in both the private and public sectors. Therefore, we believe that the “Swedish model” requires further study and analysis for the purpose of isolating the positive experience that can be useful in Ukraine at present civil service reform.

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THE NEW PUBLIC ADMINISTRATION PARADIGM DIRECTIONS

Abstract. This article presents aspects of public administration paradigm of using disciplinary matrix, a public management model based on a feedback mechanism in the subject-subject interaction, which is the basis of theoretical and methodological establishment in public administration science (Public administration) in Ukraine.

Keywords: paradigm, public administration, the subject-subject interaction, feedback to the subject-subject interaction, public administration.

АСПЕКТИ ПАРАДИГМИ ПУБЛІЧНОГО УПРАВЛІННЯ

Анотація. У статті представлено аспекти парадигми публічного управління за допомогою дисциплінарної матриці, моделі публічного управління на засадах механізму зворотного зв'язку у суб'єкт-суб'єктної взаємодії, що створюють теоретико-методологічні засади для становлення науки "публічне управління" (Public administration) в Україні.

Ключові слова: парадигма, публічне управління, суб'єкт-суб'єктна взаємодія, зворотний зв'язок у суб'єкт-суб'єктної взаємодії, державне управління.

АСПЕКТЫ ПАРАДИГМЫ ПУБЛИЧНОГО УПРАВЛЕНИЯ

Аннотация. В статье представлены аспекты парадигмы публичного управления с помощью дисциплинарной матрицы, модели публичного управления на основе механизма обратной связи в субъект-субъектном взаимодействии, что есть основой теоретико-методологического становления науки “публичное управление” (Public administration) в Украине.

Ключевые слова: парадигма, публичное управление, субъект-субъектное взаимодействие, обратная связь в субъект-субъектном взаимодействии, государственное управление.

Target setting. Changing paradigms is the result of the rapid development of science and technology creates society with new skills, abilities and talents. The so-called skill-technological progress has created a society of innovation and information development. Modern society requires sustainable development and protection from threats. As a result, emerging sustainable society (sustainable) development and the civil public, covering all aspects of life and are presented with institutions today. Impact of intergovernmental, non-governmental organizations on the development of civil society in Ukraine and on the interaction of state administration institutions and civil society formed the basis for the development of public administration and the need for scientific in methodological support of this process and formation the science of public administration in Ukraine.

Analysis of recent publications on issues. Fundamentals of Public Administration for the science laid Thomas Woodrow Wilson [20], the construction of the classical paradigm

in public administration investigated Patricia M. Shields [17; 18]. Among Ukrainian scientists who laid the conceptual foundations, theoretical and methodological aspects and prerequisites of public administration as a science: Atamanchuk G. [1], Baku-
menko V. [2], Popov S. [2], Gaman P. [3], Nizhnik N. [4], Oluyko V. [4], Obolensky A. [5], Vashchenko K. [7], Surmin Y. [7], Knyazev S. [8], Molod-zov A. [10] and others.

The purpose of the article. This article proposes a new paradigm of public administration guidelines based on feedback mechanism in the subject-subject interaction as a theoretical and methodological foundations for the development of public administration science in Ukraine.

The statement of basic materials. As is well known paradigm (from the Greek Παράδειγμα, “an example, a model sample”) is a set of fundamental scientific concepts, terms, units, and so on, that received and shared by the community or by a majority of its members.

Kuhn T. in his work "The Structure of Scientific Revolutions" defines "paradigm" as the term is closely associated with the notion of "normal science." "... By introducing this term, I mean that some common examples of the actual scientific research practice — examples, that include law, theory, practical application and the necessary equipment, — all combine to give us the model, of which there are specific tradition of scientific research..." [9].

The historical background and the fundamental basis of the formation of public administration as a field of science is the science of "Public Administration", which was founded in March 1997. As a new branch of science, "Public Administration" has been listed by the order of the High Qualification Commission of Ukraine from 13.03.1997 № 86 in the list of scientist's specialists. The next step in the development of this scientific field have been identified specialty and their passports, opened graduate, postgraduate and doctoral studies for the preparation of the respective specialties in government, set up specialized academic councils, professional publications, organizing research work formed the theoretical and methodological foundations and infrastructure for the branch of science "Public Administration".

Unfortunately, today science divisions, and the field of knowledge "Public Administration" completely reformed in the industry "Public management and administration." Details will focus on public administration, which is on the one hand call time, and on the other the challenge projection globalization.

By the way, in Western Europe and the US training in academic areas is carried out mainly by the program (MPA) Master of Public Administration, and doctoral degrees in the field of public administration: the Doctor of Public Administration (DPA) and Doctor of Philosophy in Public Administration (the Ph. D. in public administration), where public administration appeared in the scientific community in the 19th century.

In many countries around the world Lorenz von Stein (German scientist) recognized the founder of Science of Public Management. He defined public administration as an integrating science, in 1855, he argued that the public administration is a science, because knowledge is generated and evaluated according to scientific methods [16].

In the United States Woodrow Wilson considered the founder of the public administration. In 1887, in his article "Research Administration", he wrote about public administration: "...The future president wrote that "it is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy..." [20].

Formation of Science Public Administration in Ukraine requires, first of all, the formation of theoretical and methodological foundations built on components of a paradigm, a new "paradigm of public administration". The building of the disciplinary matrix a model considers detail components (guidance) of public administration paradigm, and that are institution of

civil society and public administration.

Institution – comes from the Latin institutio “device indication” in the dictionary of the Ukrainian language, institution – organization, establishment; division of the establishment [11]. At the same time, people – is a major institution of civil society.

In terms of Humanocentrism man – whether individual or community representative – should always be the goal and never – means it is Kant’s ethical principles [15].

The institutions of civil society today in Ukraine are public organizations, religious and charitable organizations, creative unions, trade unions and their associations, associations, employers and their associations, community organizations, non-media companies and other non profit organizations, legalized under the law [12].

As for the state administration institutions, they are public authorities: the head of state or a collective body, legislature, executive and judiciary. In Ukraine – a president of Ukraine, the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine and central executive bodies, local authorities and other bodies of public administration in the administrative-territorial units of Ukraine; The Constitutional Court of Ukraine and courts of general jurisdiction; police and law enforcement agencies.

Interaction between state administration institutions and civil society institutions has created the possibility of subject-subject relations between them. That public administration (as opposed to public administration, where methodological aspects were based on

subject-object relationship between government and society) proposes the introduction of a new approach where methodological aspects of state determined in cooperation and equality as the authorities (state administration institutions) – and society (civil society institutions) in general.

Considering the above, the new public administration paradigm directions can represent as a disciplinary matrix (Picture 1).

$$\begin{vmatrix} a_{00} & a_{01} & \dots & a_{0m} \\ a_{10} & a_{11} & \dots & a_{1m} \\ \dots & \dots & \dots & \dots \\ a_{n0} & a_{n1} & \dots & a_{nm} \end{vmatrix}$$

Picture 1. The new public administration paradigm directions as a disciplinary matrix

Where:

a – the result of interaction between civil society institutions and state administration institutions;

n – number of civil society institutions;

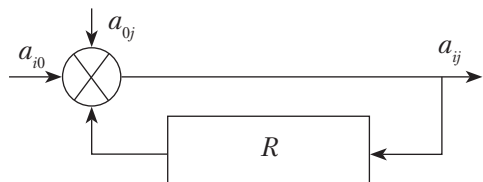
m – number of state administration institutions.

The mechanism of interaction between civil society institutions and state administration institutions can be presents as a subject-subject interaction, which has built on the principle of feedback between them. For individuals, as defined in Wikipedia feedback means influence the result of the system of the nature of the operation [6].

In our case, consider the feedback as a mechanism of interaction.

Using the new public administration paradigm directions as a disciplinary matrix (Picture 1) and on the base

of feedback mechanism, we construct a model of interaction between civil society institutions and state administration institutions and present it as a model of public administration (Picture 2).



Picture 2. The model of public administration on feedback mechanism principles

Where:

a_{0j} – the state administration institutions;

a_{i0} – institutions of civil society;

a_{ij} – the interaction result a_{0j} and a_{i0} ;

R – Regulator.

As seen in Picture 2. The state administration institutions and civil society institutions are included in the model, which are the subject-subject interaction through the regulator. The regulator, in this case – is a tool that builds, corrects and regulates subject-subject relationship in a feedback mechanism. For example, a regulator can be: legal framework (international acts, laws of Ukraine, Decrees of the President of Ukraine, CMU, CMU regulations and other regulations); standards (international, national, sectoral, business rules, regulations, requirements, etc.); resources (natural, physical, financial, human resources), and specific tools of government, public and supranational organizations (contract programs, and even interpersonal relationships).

Based on these results, a model of public administration – is the inter-

action of civil society and public administration institutions, which is the subject-subject interaction and bases on a feedback mechanism.

Conclusions. In this way, in this article we offer the new public administration paradigm directions in the form of disciplinary matrix and the model of public administration on feedback mechanism principles in the subject-subject interaction, that can be seen as theoretical and methodological foundations for the development of the science Public Administration in Ukraine.

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THE FORMATION OF PARLIAMENTARISM AND IT'S IMPACT ON THE DEVELOPMENT OF DEMOCRACY AND FORMATION OF INSTITUTE OF THE PUBLIC ADMINISTRATION

Abstract. The article deals with the parliamentary system in Ukraine as a factor state creation from from its historical origins to the present day. The multidimensional structure of the parliament and its influence on the development of democracy and the formation of the institute of public service.

The generality of the action of the state and society, legal state and civil society is forming a new quality of public administration, which is based on the culture of parliamentarism as the constant feeling of the state and society to each other, the partners awareness of the importance of dialogue between the authorities and society, all its citizens in the development of mechanisms for such dialogue, achieving positive results of co-creation on the basis of this dialogue.

Keywords: public administration, political and legal institutions, democracy, nation-building, democracy, parliament, parliamentary system, parliamentary government.

СТАНОВЛЕННЯ ПАРЛАМЕНТАРИЗМУ ТА ЙОГО ВПЛИВ НА РОЗВИТОК ДЕМОКРАТІЇ І ФОРМУВАННЯ ІНСТИТУТУ ДЕРЖАВНОЇ СЛУЖБИ

Анотація. У статті розглядається парламентаризм в Україні як чинник державотворення від його історичних витоків до наших днів. Розглянуто багатомірну структуру парламенту, його вплив на розвиток демократії та формування інституту державної служби.

Спільність дії держави і суспільства, правової держави і громадянського суспільства формує нову якість державного управління, основою якого є культура парламентаризму як постійне відчуття державою та громадянським суспільством одне одного, в усвідомленні партнерами важливості діалогу влади й суспільства, усіх його громадян у виробленні механізмів такого діалогу, досягненні позитивних результатів співтворчості на базі зазначеного діалогу.

Ключові слова: державне управління, політико-правовий інститут, демократія, державотворення, народовладдя, парламент, парламентаризм, парламентське врядування.

СТАНОВЛЕНИЕ ПАРЛАМЕНТАРИЗМА И ЕГО ВЛИЯНИЕ НА РАЗВИТИЕ ДЕМОКРАТИИ И ФОРМИРОВАНИЕ ИНСТИТУТА ГОСУДАРСТВЕННОЙ СЛУЖБЫ

Аннотация. В статье рассматривается парламентаризм в Украине как фактор государственотворения от его исторических истоков до наших дней. Рассмотрено многомерную структуру парламента, его влияние на развитие демократии и формирование института государственной службы.

Общность действия государства и общества, правового государства и гражданского общества формирует новое качество государственного управления, основой которого является культура парламентаризма как постоянное ощущение государством и обществом друг друга, в осознании партнерами важности диалога власти и общества, всех его граждан в выработке механизмов такого диалога, достижении положительных результатов сотворчества на базе указанного диалога.

Ключевые слова: государственное управление, политико-правовой институт, демократия, государственотворение, народовластие, парламент, парламентаризм, парламентское управление.

Target setting. The political history of mankind convincing evidence: the dominant trend of civilization is the gradual democratization of social life. The history of parliaments and the idea of the establishment of democracy

and its origins date back to ancient times. The oldest existing parliaments are Icelandic Althing (930 y.) and the Parliament of Great Britain, which began its existence from 1295. Initially forms of representative government in Kiev Rus were known to the council, Boyar Council, feudal conventions, which largely contributed to the establishment of modern forms of popular representation.

Despite the long history of parliaments, parliamentarism arose only in the nineteenth century. The idea was to demand parliamentary control over government decisions, faith in the public opinion and publicity that arose in the fight against the policy of absolute monarchs.

The analysis of certain aspects of parliamentarism issues, determine its place and role in public administration. The study of parliamentarism is general character, especially in the context of public-management science are rare, hence the need for a comprehensive scientific analysis of the state and prospects of development of parliamentarism as a means of state, his influence on the development of democracy and formation of the civil service.

Analysis of recent research and publications. It should be noted that the general theoretical question of power, including the activities of national representation, studied in the works of prominent philosophers, including such as Aristotle, Platon, Marcus Tullius Cicero, G. V. F. Hegel, T. Hobbes, B. Kistiyakovsky, A. V. Dicey, H. Grotius, T. Carlyle, John Locke, John Mill, I. Bentham, M. Luther, K. Marx, N. Machiavelli, G. A. Mably,

J.-J. Russo, Max Weber, Karl Popper, B. Spinoza and others.

However, the important were research and development scientists in the field of public administration, history and theory of law, constitutional and administrative law including E. A. Afonin, G. V. Atamanchuk, V. D. Bakuhenko, M. N. Bilynska, A. O. Bilous, N. T. Goncharuk, V. A. Goshovsky, K. O. Vashchenko, R. V. Voytovych, V. Golub, A. Klimenko, O. L. Kopylenko, I. O. Kulchiy, I. F. Nadolny, A. V. Liubchenko, M. P. Nedyuhy, N. R. Nyzhnyk, O. J. Obolensky, V. M. Oluyka, L. A. Pashko, V. M. Solovyov, V. V. Tsvetkov, V. M. Shapoval, M. P. Yuzkov, O. Andriyko, O. Banderka, J. Butta, A. Gheorghitsa, M. Hurenko-Weizmann, V. Goncharenko, V. Zhuravsky, O. Zarubinskyi, M. Karamzina, M. Koziubra, V. Kopyeychikova, V. Lytvyn, O. Maidanyk, A. Matsyuk, G. Moskal, A. Naidenova, M. Nelipa, N. Onishchenko, V. Opryshka, M. Orziha, V. Pohorilko, M. Savchina, O. Skakun, I. Slovskoyi, I. Solov'yevycha, S. Stetsenko, V. Tatsiya, J. Todyky, J. Frytskoho A. Shevchenko, J. Shemshuchenko and others.

Simultaneously, the general principles of parliamentary government are in the research of eminent scientists, including S. Verba, V. Gorbatenko, A. Kolodiy, J. Atala, E. Burke, E. Bjork, John Washington, B. Huhhenberhera, John Keane, A. Leypharta, D. Madison, Sharle Montesquieu, G. Mosca, D. Rastou, John Sartori, A. de Tocqueville, U. Rostow.

The purpose of the article. The article is to analyze the patterns of formation of parliamentarism, its impact on

democracy and formation of the civil service and to identify its essential characteristics as a part of public administration in Ukraine.

The statement of basic materials.

The history of modern European parliamentarism shows that the introduction of democracy and resolve social conflicts, pluralism, civil society clearly correlated with a parliamentary form of government. An important phase of development of Ukrainian parliamentarism began with constitutional recognition of the legal status of the Verkhovna Rada of Ukraine. The formation and improvement of Parliament and parliamentarism enables, given the time that has elapsed, to assess the significance of the legal foundations of society and the state, to determine the reform of public power state imperative of Ukraine [1, p. 1].

Since 2010, through the abolition of the changes made to the Constitution of Ukraine in 2004 and return to a presidential-parliamentary form of government in Ukraine has been a strong executive branch is built. Easing lever efficiency constitutional “checks and balances”, the restriction of parliamentary control, conversion of Parliament, to thanks of the pro-presidential majority, with independent legislative body in one of the presidential vertical elements led to increased corruption, economic stagnation, oppression and revolutionary democratic change in the country’s leadership.

In this regard, to counter of the negative trends in the country, it’s necessary as soon as possible to establish an effective relationship and interaction between branches of government, to provide targeted state influence on

the state and development processes and relationships aimed at improving the functioning of the state organs and quality of life.

The signing in 2014 between of Ukraine and the European Union the Association agreement was another step aimed at reviving European parliamentary traditions. The restoring European direction actualized the need for the civil society development, concepts of legal and social state and replace authoritarian system of public administration to a democratic. Currently, there is every reason to consider the parliamentarism and public administration as a system of government characterized the recognition of the leading role of the Parliament in a clear division of legislative and executive functions, what possible only when a democratic political system. The parliament that is fully or partially formed through direct elections, carried out of the main politically active groups in society and control functions are implemented by the executive power [1, p. 1].

The Parliament called exercise overall management of internal and foreign policy, although the scope of its competence largely driven by form of government, the state of democracy and so on. However, the effectiveness of these components of the modern state may be insufficient, if not solve the relationship between parliament and government, public administration and local government.

Quite often in the scientific literature Parliament is identified with the parliamentarism, but the existence and functioning of Parliament is don’t evidence of the formation of the latter.

Parliamentarism, as a politico-administrative phenomenon has a complex internal structure, elements of which are interrelated. About parliamentarism appropriate to talk only if there Institute of electing deputies, when citizens eligible to vote elect their representatives to the authorities. Accordingly, the principle of election can be seen as one of the most recognized forms of control over the decisions of Parliament.

The development of democracy as a social phenomenon and practice of life in the highest legislative body of the political and legal support to the process of government, control over the executive, the legitimization of political and legal decisions are part of the overall public administration system [1, p. 2].

The idea of Ukrainian parliament historically had discrete mainly because Ukraine for a considerable time in it's history was in other states. In turn, the Ukrainian social and political thought for centuries to support and justify the need for the existence of representative bodies and representative government.

In the Soviet Union recognized the principle of democracy, but the principle of separation of powers rejected entirely. Previous experience of representative government in Ukraine at this time hushed up or denied.

The Parliament Soviet era (the period of quasi parliaments) formally has many related features of parliaments, but in essence of this. There was not separation of powers, the dominant party and government hierarchy. The Council hasn't acted on a regular basis, there was a gathering of non-autono-

mous and Deputies for approval and promulgation of laws making party-state bodies.

The Verkhovna Rada of Ukrainian Soviet Socialistic Republic, as well as parliaments of other countries, formed by parliamentary elections. These elections, however, were specific. Party organs have formed a contingent of deputies based on proportional representation of women, workers, teachers, doctors, scientists and non-party. So the Verkhovna Rada elected "the best representatives of the bloc of Communists and non-party" in unopposed, with full control of party structures. Typically, announced that the votes for each candidate at least 99,9 % of voters.

Prerequisites for this was laid during the creation of the Soviet Union. The Bolsheviks after coming to power declared uncompromising fight against "parliamentary prejudices", calling parliaments "bourgeois talking shop". V. I. Lenin in his work "State and Revolution" is wrote: "Without representative institutions we can't imagine democracy, even proletarian democracy without a parliament can and must" [2, p. 60].

The principle of democracy Bolsheviks recognized, and the principle of separation of powers rejected entirely. In this election to the Bolsheviks did not allow "unearned element". Supreme state power were declared of which ensure the implementation of laws by deputies of councils of all levels. Council executive committees have, ie simultaneously performed and the executive. In fact established a system of party-administrative dictatorship, where power-sharing between different branches of it was not.

The ability to create their own parliament in the USSR came after the Constitution of the USSR XIV National Congress of the Soviets in 1937. According to this constitution in 1938 was elected Verkhovna Rada of the Ukrainian SSR of the first convocation. According to the Constitution in 1937 Parliament recognized the only legislative body of the Ukrainian SSR. convened its session of Presidium of the Supreme Soviet of the Ukrainian SSR twice a year. The structure of the Supreme Council included: the Council of Elders of the Supreme Soviet; the Presidium of the Supreme Soviet of the Chairperson, first deputy, deputy, secretary and 19 members of the Bureau; The party band Supreme Soviet; Investigators and audit committee; Standing Committee of the Supreme Soviet had the credentials, budgetary, legislative predictions [2, p. 60].

The Verkhovna Rada, which was the collective head of state, elected at the session and was accountable to Parliament as the Council of Ministers and the Supreme Court. It's had the right to issue decrees. Thus, the following elements were present separation of powers in the Constitution in 1937, Parliament proclaimed the sole legislative authority; Parliament had no right to interfere in the jurisdiction of the collective head of state — of the Supreme Council and the Council of Ministers; The Verkhovna Rada had no right to make amendments in existing laws; The Council of Ministers proclaimed supreme executive body of state power. When Parliament was formed Council of Elders of recommendatory functions. It consisted of Verkhovna Rada and his deputies, the Chairman of the

Supreme Council, his deputies and the secretary, chairman of the standing committees of deputies and representatives of regions [2, p. 60–61].

The composition of party groups were all Communist deputies. Party group produced an agreed position on all matters considered session. Group meetings held before the start of the session. It determined the agenda, rules sessions, abstracts, draft legislation and candidates for public office.

The fourth SSR Constitution was adopted on 20 June 1978, the seventh extraordinary session of the Supreme Soviet of the Ukrainian SSR. Like the Constitution of the USSR in 1937, the new Constitution of the Republic also identified the place and role of the Supreme Soviet of the system of government, devoting her series of articles placed in Chapter 12, which was called “The Verkhovna Rada of the Ukrainian SSR”. According to art. 97 of the Constitution, the Supreme Council of the USSR was assigned the status of the highest organ of state power of the Ukrainian SSR, and in part two of this article stated that “the Supreme Soviet of the Ukrainian SSR is empowered to decide all matters within the USSR Constitution and this Constitution to the jurisdiction of the Ukrainian SSR” [2, p. 61].

Thus, the competence of the Supreme Soviet new Constitution was equated to the jurisdiction of the USSR, and the Parliament has acquired the right to examine and resolve any issue, including one that belonged to the competence of the Presidium of the Supreme Soviet and the USSR Council of Ministers. Consequently, the legal status of the Supreme Soviet

is now completely based “on the Marxist-Leninist idea of the sovereignty of the Soviets, incompatible with the theory of separation of powers, which is categorically denied by the Soviet doctrine” [2, p. 61].

Constitution of the USSR in 1978 has identified some other important provisions of the organization and activities of the Supreme Soviet, including authorized the Verkhovna Rada of the Ukrainian SSR elect the Presidium of the Supreme Soviet – a permanent body of the Supreme Soviet, which was accountable to its activities and carried out within the limits prescribed by the Constitution, features the highest organ of state power in the USSR between its sessions. According to p. 1, art. 109 of the Constitution of the USSR in 1978, the Presidium of the Supreme Soviet nadilyalas right in between sessions of the Verkhovna Rada (with subsequent submission for approval at the next session), if necessary, make changes to the current legislation Ukrainian SSR. It should be noted that this provision of the Constitution to some extent degrade the status of the Supreme Soviet as the highest representative body of the government, allowing accountable to the Presidium to intervene in the legislative activity of the Supreme Soviet [2, p. 61].

Thus we can conclude that the Supreme Council of the Soviet era formally had much in common with the parliaments, but in essence were not. These non-autonomous existed and were on top of the hierarchy of councils at all levels. Supreme Council of the Soviet era were also parliaments that don't operate continuously. Parliamentary session convened twice a year for short

periods of time. It was a decorative collection of Deputies for approval and promulgation of laws making party and administration.

Constitution of the USSR in 1978 didn't provide power division not served as a limitation of that power not only from formal positions, but also in terms of it's physical operation, as none of the declared principles of state not relied on the necessary legal instruments to implement them. State and public authorities have been derived from the constituent power of the people and not subordinate to the latter due to the nature of formal legal guarantees enshrined in the Constitution of free elections that really were not. The state is not subordinated to the principles of separation of powers and the rule of law; the balance of power was destroyed and substituted the functions of party activity states not determinuvalas human rights (instead of the dominant ideology of dependence oktroyuvannya citizens' rights and freedoms by the state).

For the Soviet state-building practices were unknown tradition of separation of powers and any instruments of checks and balances between different branches of government that replaced authority of the Communist Party (through constitutionally proclaimed in art. 6 of the principle of leading and guiding role of the Communist Party) in formally proclaimed the sovereignty of the people and formally unlimited powers of the supreme body in the system of councils [2, p. 62].

The fundamental principles of Soviet parliamentarism were:

- Denial of the principle of separation of powers as bourgeois

principle and institution of parliamentary by replacement fictitious, self-certification “absolute power tips”, which served as a good cover government party nomenclature, which conducted its shares by resolution councils at various levels, giving thus the appearance of legitimacy;

- Denial of the principle of political pluralism through constitutional recognition of the leading role of the communist party, recognized that the core of the political system, state and public organizations;
- In the Soviet Union, despite the existence of the All-Ukrainian Congress of Soviets and later the Supreme Soviet of the Ukrainian SSR, parliamentary government as a political practice existed. Although these institutions Soviet era formally had much in common with the parliaments, but in essence were not. There was no separation of powers, the dominant party-administrative vertical, elections of deputies were free and transparent. Council did not act on a permanent basis, there were non-autonomous and decorative collections of Deputies for approval and promulgation of laws making party and administration [2, p. 62–63].

As noted above, this stage of parliamentary government in Ukraine is the period of quasi parliaments.

Parliaments are a kind of ideological center of the formation areas of the state, the scene of regular debates on its socio-political and state system where deputies should prevent the need for

certain changes under the programs of parliamentary parties, blocs, factions and groups.

The main features of the parliamentary identification are: a) control powers of parliament to the government; b) the work of parliamentarians on a regular basis; c) the presence of parliamentary immunity and privileges; d) availability of voting rights [1, p. 8].

The process of reforming the system of power in Ukraine began just after it gained independence and is one that continues to this day. By the Constitution of Ukraine this process was rather finding an optimal model of state power. The adoption of the Verkhovna Rada of Ukraine of the Basic Law has led to the growing influence of Parliament in the whole system of public administration in Ukraine.

At present Ukraine is going through a difficult period, which is largely caused by the imperfection of the fundamental rules of democracy, defined in the text of the current Constitution, and the lack of stable political potential mechanisms for the implementation of the Constitution. Need a radical restructuring of certain aspects of evolutionary social understanding of the law itself and on the constitution. Specifically talking about the assimilation of mentalities of every citizen of the main provisions democracy as the rule of law and national governance. Thus, the development of modern Ukrainian state requires consideration of the nature of democracy as a socio-political system and its implementation mechanism through constitutionalism.

As a form of political system of democracy arose with the emergence of

the state as one of the varieties of it government or political regime. From other forms of government democracy distinguishes official recognition of majority rule, equality of citizens, the rule of law, all election or major government agencies and government personalities.

There are direct and indirect democracy. In the first case the main decisions taken by the state of direct citizen participation: voting at meetings, rallies and other gatherings, referendums. In the second – decisions are elected bodies, individuals, representative of who voters to subcontract (given the election) his right to decision-making or choice positions on major aspects of social life [3, p. 121–122].

Renowned scientist B. Johnson claimed that constitutional democracy has two thousand years of trial and error, and pointed to the need for mastering the difficult lessons of the past in order to obtain a favorable outcome in the future [3, p. 122].

Although democracy as a socio-political phenomenon studied since ancient times, is unlikely to present there any other constitutional-legal concept, which is different, different from one another interpretation in foreign and domestic political, legal and public administration literature [3, p. 122].

As a multidimensional social phenomenon of democracy in the process of social development is a complex evolution, due to specific historical combination of objective and subjective factors, acquiring the characteristics of ages, cultures, civilizations, where it becomes a form of organization and management of existing social relations [3, p. 122].

The postulate is that the institution of democracy is based on the concept of democracy as active participation and influence society through expression that combined national, political, social and other interests and capable of a final, decisive coordinated actions of the government and local authorities. [4, p. 105] Democracy has the right to immediately respond to request the State to establish the constitutional order, determining the mechanism of state and local government authorities in which people set power and self-governing authority in the interests of the individual and citizen, all Ukrainian society [4, p. 105].

Individual subject of direct democracy is every adult and capable citizen of Ukraine on it's behalf accepts personal imperious decisions in the management of public (state, local and general professional) affairs. Collective subjects of direct democracy are the Ukrainian people, local community group (association) citizen's occupational (belonging to the profession), a group of residents (area, neighborhood, quarter, street, etc.) [5, p. 151–152]. Thus, every citizen of Ukraine may be the subject of direct democracy in several forms of collective manifestation of direct democracy: a) for general (state) level; b) at local level; c) organizational (professional) level [5, p. 152].

The content of the constituent power is natural and constitutionally secured the exclusive rights of the Ukrainian people, these include: a) the right to self-determination, which includes the right to establish their own sovereign and independent State or the installation of any other political statute; b) the right to make the con-

stitutive act (Constitution, the Basic Law) of the definition of the constitutional order; c) the right to determine and change the territory of their country; d) the right to form (periodic re-election) of the Verkhovna Rada of Ukraine elected head of state (President of Ukraine) [5, p. 152].

The main method of implementation Ukrainian nation of its own political rights, making up constituent power is the vote of every citizen for making a decision at the national referendum and elections. The result of constituent power is the only solution that binding. The mechanism of implementation of these decisions by public authorities should be clearly defined in law [5, p. 152].

In this regard, the government should meet the requirements set out in the Constitution – be legal, social and democratic, reflecting the structure and operation of a modern constitutional state. Conceptually higher degree of understanding of the sovereignty of the people need to see the right of the Ukrainian people to vote in the most important matters of state policy, national and cultural freedom, the disposal of national wealth and property of other people, the establishment of constitutional order, limit government law in the name of justice and other areas of general public interest of the people exercise [4, p. 105].

Thus, the concept of democracy reflects their dialectical content and its formation is recorded at the stages of economic and social development of mankind.

The democracy as a form of social organization is the subject of a study on the first day of its existence. Cur-

rently in political science had at least three approaches to the study of cognition. First, a theoretical model of the ideal, which is characterized by higher goals and principles of democracy. Second, as a function of Procedure rational allocation of resources of power and wealth. Thirdly, as a normative empirical model of political system [3, p. 122].

Considering the above, it may be noted that the essence of the parliamentary system is a system of organization and functioning of the government, based on the active role of parliament during its implementation. The main feature is the implementation of parliamentary sovereign will of the representative body of the nation, a government based on the balance of political forces in the parliament and government accountability to Parliament [1, p. 12].

The main negative trends in the formation and development of parliamentarism are: violation of constitutional norms on personal voting of deputies of Ukraine; expansion of the powers of factions at the expense of the rights and powers of individual members; the practice of passing laws without proper discussion of the simplified procedure; the growing influence of the bureaucracy in the process of lawmaking.

The impact on parliamentary formation and development of a system of government provides a picture of all the components, elements and their relationships in the state mechanism, which has important theoretical and methodological significance from a position of the government as practical, organizing and regulating the state's influence on the social livelihoods of people. This creates stable relations,

direct and inverse, relationship and interdependence between the state and civil society, and between parliament and the public administration.

In developed democracies, parliamentary system is the embodiment of the importance of the legislature and has a significant influence on the formation and development of public administration [1, p. 12].

The main ways to influence parliamentarism formation and development of public administration in Ukraine include: proper legal regulation of the formation of the parliament; establishing limits and content structuring Parliament; optimize decision-making procedures; achieve the necessary independence of Parliament in relation to other organs of the state; conditionality grounds for the dissolution of parliament only its decisive influence on the formation of the government.

As part of the formation and development of parliamentarism as a means of state in Ukraine urgency is the issue of organization and implementation of partnership between the parliament and the public administration.

The mechanism of interaction in the "Parliament – the public administration" should be officially recognized as a system of mutually beneficial relations in the common issues that are of common interest. Cooperation between public administrations should be based on such principles as legitimacy; priority of general interest; taking into account the common interest and mutual responsibility; compliance with applicable law. However, determined that the parliamentary system should be focused on legislative support of public areas in implementing consen-

sus principles of the supreme legislative body of the state, responsibility (accountability), transparency, effectiveness and efficiency of the legislative activity [1, p. 12].

Parliaments play a significant role in public administration. They provide and guarantee a democratic system.

Conclusions. In order to improve areas of government, the parliamentary system should be focused on: improvement of the state system and training of all its institutions to parliamentary; completion of the formation of the parliament as important and full subject of public administration in Ukraine; dramatic changes in social consciousness, political and legal culture of citizens awareness of the need functioning parliamentary system of government in Ukraine as a subject of supreme influence over the government [1, p. 13–14].

One of the main directions of improvement of public administration in modern conditions of parliamentarism has become co-creation of the state and society, in other words, parliamentary tasks are: to learn to delegate to parliament people with relevant professional and moral qualities; elect parliamentary procedures by implementing such models overall development which would consolidate the nation meet its historical expectations, provided generations. In this sense, there are reasonable questions relating to software related, coordinated action by the state and society, the subordination of state important functions of society: tsiledosyahannya, adaptation, integration, stress relief and renewal of public administration [1, p. 14].

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