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Address of the editorial:
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ave. Chervonozoryanyj, 119 lit. XX,
Kyiv, Ukraine, 03039



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Головний редактор — Романенко Євген Олександрович, доктор наук з державного управління, професор, академік Української Технологічної Академії, Міжнародної Кадрової Академії та Академії наук публічного управління, заслужений юрист України.

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DEAR READERS OF THE COLLECTION “PUBLIC MANAGEMENT”!

I congratulate the staff of the editorial board and readers of the collection “Public management” with the release of his next issue in the world.

Since the foundation of Your collection, its topics are inextricably linked with the management system of the modern state. Today, the strategic direction of institutional transformation in Ukraine is the transformation of the existing system of public power, in particular, on the regional level, in order to bring it closer to the standards of European countries. The abovementioned transformations require a scientific substantiation and appropriate communication tools for ensuring sustainable development of the regions as the main objective of modern regional governance. The system of regional governance should become the core of the implementation of the state’s internal policy, to promote the implementation of public reforms in the territories, and ensure the provision of quality services to the population.

Today, Your collection duly occupies one of the most significant places in the



media in the field of public administration and forms the basic for the innovation development of both individual regions and country as a whole.

Your edition is young, persistent, energetic, with a great team that can overcome any difficulty.

I wish all the editors the creative success, health, happiness and more loyal readers!

Regards,

**Head of Kherson Oblast
State Administration**

A handwritten signature in black ink, consisting of several fluid, overlapping strokes that form a cursive script. The signature is positioned to the left of the name 'Andriy Gordeev'.

Andriy Gordeev

DEAR COLLEAGUES!



You hold in the hands the № 4 (9) – September 2017 of the collection “Public management” which has become a good advisor for many government officials, a platform for business communication, deepening of knowledge, practical skills, and increasing of professionalism.

The combination in our publication of theoretical, practical and methodological materials, the application of information technology in the field of public administration is an important source and real help for the expert community, practitioners, representatives

of public authorities, local authorities and the public.

It is believed that an information literate expert effectively selects the necessary information, is able to critically evaluate it, synthesize the obtained data for the solving of real problems, and apply it – accurately and creatively. Taking into account the above, it can be argued that one of the main tasks of our collection is comprehensive assistance in solving problems of optimizing the processes of collecting, analyzing and communicating information on the topical issues of public administration.

The editorial board understands that the structure of the collection should be changed in accordance with the requirements and needs of readers, as well as to the procedural norms and priorities of science of public administration. We would appreciate for suggestion of our readers, for possible comments of employees of research institutions, collectives and specialists.

For many of You, the holidays are going on. I wish You a good rest, pleasant meetings, romantic evenings, walks through the shady alleys of parks.

Health to You, happiness and success!

**Regards,
Chief editor, Head of the Department of Public Administration
of the Interregional Academy of Personnel Management,
President of the Ukrainian Assembly
of doctors of Science in Public Administration of Ukraine,
Doctor of Science in Public Administration,
Professor, Honored lawyer of Ukraine**

A handwritten signature in dark ink, appearing to read 'Y. A. Romanenko', written over a light-colored background.

Y. A. Romanenko

DEAR FRIENDS!

I sincerely congratulate the editorial staff of the collection “Public management”, its readers with the publication of the next issue.

Today, the primary focus of the state in the development of national education – an extremely urgent response to the challenge of time. Modern life requires new challenges facing under research and education sector of Ukraine and actualizes matter of getting timely and accurate information about the status and prospects of its development. The quality of education is one of the urgent problems of Ukrainian educational community. Solving this problem is associated with the modernization of educational content, namely optimization of the methods and technologies of the educational process, the achievements of modern quality education that meets the needs of the country and world standards.

Today we can state with satisfaction that the contribution of the edition of the collection and its freelance writers are notable achievements of the methodological and scientific-methodologi-



cal provisions of the national education system.

Your professionalism, desire to efficiently and impartially cover on the pages of a collection various aspects of public administration established its high reputation.

I wish You health, happiness, inspiration and ambitious desire to be at the forefront of coverage of contemporary issues of public administration.

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University in Kielce (UJK) (Poland),
Director of the Research Center for Forensic Examination
on Intellectual Property,
Honored Lawyer of Ukraine**

Vladislav Leonidovich Fedorenko



UDC: 351

Amer Al-Atti,
post-graduate student of the Interregional Academy of Personnel Management (MAUP), Ukraine, 03039, Kyiv, Str. Frometovska, 2, tel.: (093) 871 00 48

ORCID: 0000-0002-6094-8368

Аль-Атти Амер,
аспірант Міжрегіональної Академії управління персоналом (МАУП), Україна, 03039 м. Київ, вул. Фрометівська, 2, тел.: (093) 871 00 48

ORCID: 0000-0002-6094-8368

Аль-Атти Амер,
аспірант Межрегіональной Академии управления персоналом (МАУП), Украина, 03039 г. Киев, ул. Фрометовская, 2, тел.: (093) 871 00 48

0000-0002-6094-8368

ANALYSIS OF SCIENTIFIC INVESTIGATIONS OF THE PUBLIC ADMINISTRATION MANAGEMENT OF THE UKRAINIAN ECONOMY OF DEVELOPING ECONOMY

Abstract. This article analyzes scientific research of mechanisms in public administration of outstripping development in the economy of Ukraine for the last five years (from 2011-2016). For determining the directions of development in the Ukrainian economy in the coming years.

Keywords: mechanisms of public administration, public administration, economic development, outstripping development, public management.

АНАЛІЗ НАУКОВИХ ДОСЛІДЖЕНЬ ЩОДО МЕХАНІЗМІВ ПУБЛІЧНОГО УПРАВЛІННЯ ВИПЕРЕДЖАЮЧИМ РОЗВИТКОМ ЕКОНОМІКИ УКРАЇНИ

Анотація. Проаналізовано наукові дослідження щодо механізмів публічного управління випереджаючим розвитком економіки України за останні п'ять років (2011–2016 рр.) для визначення напрямів розвитку економіки України найближчими роками.

Ключові слова: механізми публічного управління, публічне управління, розвиток економіки, випереджаючий розвиток, державне управління.

АНАЛИЗ НАУЧНЫХ ИССЛЕДОВАНИЙ МЕХАНИЗМОВ ПУБЛИЧНОГО УПРАВЛЕНИЯ ОПЕРЕЖАЮЩИМ РАЗВИТИЕМ ЭКОНОМИКИ УКРАИНЫ

Аннотация. Проанализированы научные исследования механизмов публичного управления опережающим развитием экономики Украины за последние пять лет (2011–2016 гг.) Для определения направлений развития экономики Украины в ближайшие годы.

Ключевые слова: механизмы публичного управления, публичное управление, развитие экономики, опережающее развитие, государственное управление.

Target setting. In accordance with the order of the Ministry of Education and Science of November 6, 2015 № 1151 “On peculiarities of implementation range of disciplines and specialties, which trains candidates of higher education approved by the Cabinet of Ministers of Ukraine dated April 29, 2015 № 266” from April 29, 2015 № 266 was approved by the table of correspondence of the list of scientific specialties (List 2011) and a list of areas of knowledge and specialties for which the preparation of candidates for higher education is being conducted (List of 2015). In this document, the branch of science “Public administration” and a group of specialties: theory and history of public administration (code 25.00.01), public administration mechanisms (code 25.00.02), public service (code 25.00.03), local government (code 25.00.04) was changed to the “management and administration” area of the specialty “Public management and administration” (specialty code 074) [1].

In 2016, amendments were made to the Resolution of the Cabinet of Ministers of Ukraine No. 266 of April 29,

2015 “On the list of disciplines and specialties, which trains candidates Higher Education” where 074 “Public management and administration” from position 07 is excluded based on Cabinet of Ministers Resolution № 674 of 27.09.2016 [2].

In accordance with the Resolution of the Cabinet of Ministers of Ukraine of September 27, 2016 № 674 “Some of the reform of professional training of state officials and local government officials” supplemented by a list of positions “28 Public Management and Administration, 281 Public Management and Administration” [3].

Thus, the scientific branch of “Public Administration” is the founder of the formation of the third (educational and scientific) level of training in the field of knowledge 28 “Public Administration and Administration” specialty 028 “Public Management and Administration” qualifications Ph.D. in public management and administration.

Analysis of recent publications on issues. The source of information is the regulations, research findings [1–68].

The purpose of the article. Analyze scientific research of mechanisms

in public administration of outstripping development in the economy of Ukraine for the last five years (from 2011–2016) for determining the directions of development in the Ukrainian economy in the coming years.

The statement of basic materials. In this article, we will examine in more detail scientific research in the field of “Public Administration”, those of them that, in our opinion, have received substantial scientific results on mechanisms of public management of outstripping development of the Ukrainian economy. To do this, we will analyze the doctoral and candidate dissertations, which were defended in the last five years (from 2011–2016), in order to determine the direction of development of the Ukrainian economy in the coming years.

In the work of D. Andrievsky “Formation and implementation of state industrial policy at the regional level” (2011) approaches are proposed: to the formation of state industrial policy as a strategy for avoiding non-competitive in world markets; to the implementation of state industrial policy at the regional level, through retrospective analysis. The mechanism for implementing state industrial policy at the regional level has been improved by building industrial clusters [4, p. 3–5].

V. Anikeenko in his research “State regulation of development of the regional agrarian market” (2011) for the first time proposed a scientific approach to the analysis of state regulation in the agrarian market development, which allows to increase the level of coordination of the target orientation mechanisms in state regula-

tion with the dynamics in the agrarian market development [5, p. 7–15].

In the work of L. Bezugla, “State Regulation of the Development of Small and Medium-Sized Entrepreneurship in the Information Society” (2011), a complex of socio-economic functions of the state for the development of small and medium-sized businesses was analyzed, the current mechanism of state regulation of entrepreneurship in Ukraine was updated with innovative forms of entrepreneurial activity and Information (public services through the “e-government” system). The researcher submitted a structural model of the state-to-business system for state support of small and medium-sized businesses and the formation of a coordinating council for the development of entrepreneurship in Ukraine as a representative of the interests of the business sector of the economy for interaction with authorities [6, p. 4].

A. Butnik in his research “Development of the state investment policy at the regional level” (2011) improves the conceptual approach to the functions of the state investment policy and the formation mechanisms for the implementation of the state investment policy at the regional level with the help of the tourism sector. Strategic goals are proposed in three stages: preliminary (one year), basic (3 years), development (5 years) [7, p. 3].

The work of E. Vlizo “Forming an effective mechanism of state regulation of investment potential in Ukraine” (2011) has resulted in the development of a mechanism for the regulation of the investment management in the region, taking into ac-

count investor interests, as a priority for the management of a certain territory. The system for the development and implementation of a mechanism for the management in regional activities has been improved. On the basis of economic and mathematical modeling, the methodology for assessing the efficiency of investment has been improved [8, p. 15–16].

V Devyatka in the work “Formation of interrelations and interactions of small business with the public in the system of public administration” (2011). Consider ways to improve the effectiveness of relationships and interaction between the public and small business. The author proposes the creation of a network of business incubators on the basis of universities for the employment of students, the creation of a Regional Center for Support of Small Business Development to support and develop small business in Ukraine [9, p. 3].

In the dissertation research by A. Dovgan “Improving the mechanism of state management of special monopolies (alcoholic and tobacco sector of the economy)” (2011). The main scientific result is determined by the approach to redistribution of rights and duties of state and non-state economic entities in the alcoholic and tobacco sectors, and possible scenarios for the nationalization of enterprises producing alcoholic beverages are also presented [10, p. 3–4].

In the work of V. Dolgalov “Tax control in the system of state management of social and economic development of the region” (2011), the theoretical and methodological results of the study substantiate the specific

features of applying tax control in the system of state management of the social and economic development of the region to increase the tax potential [11, p. 14–17].

In the work “State Regulation of the Social and Economic Development of Depressive Territories” (2011), A. Eroshkin proposed the use of an algorithm for constructing a forecast and scenarios for regulating the socio-economic development of depressed areas based on the patterns of uneven socio-economic development of individual regions [12, p. 2–4].

T. Malafeev in the dissertation research “State regulation of the food industry of Ukraine” (2011) on the basis of the analysis of the state of the food industry, taking into account the priorities of development and analysis of state regulation in the food industry, suggests a mechanism for making managerial decisions on improving state regulation in the food industry in Ukraine [13, p. 3–5].

In the work of G. Maretsky “State regulation of the shipbuilding complex in the context of restructuring the Ukrainian economy” (2011), mechanisms for state regulation of structural changes in the shipbuilding complex of the national economy, as well as conceptual and methodological bases for the development in the domestic shipbuilding complex of state holding companies and other Types of integrated corporate structures. Based on the grouping of the main factors of production and scientific and technical potential using SWOT analysis, the author analyzed the competitive advantages of the shipbuilding complex of Ukraine [14, p. 7–16].

N. Mirko in the work “State regulation of development of the domestic market of light industry products” (2011). Explores a comprehensive approach to activate the domestic market of light industry products using scientific and methodological approaches [15, p. 3–6].

The results of the work of A. Prikhodko “State regulation of the development of the agro-industrial complex of the region” (2011). There are proposals of state support for the use of innovations in the agroindustrial complex. To this end, the author has improved the regional resource potential assessment and the pricing mechanism, the financial and credit mechanism, the mechanism of cooperation and integration in the agro-industrial complex [16, p. 4].

Y. Svetlichnaya in her work “State Regulation of Foreign Trade Activity in Ukraine” (2011) considered practical aspects of the mechanisms of state regulation of foreign trade. The work substantiates the formation of effective mechanisms of state regulation of the country’s foreign trade activities [17, p. 10–15].

In the dissertation N. Stavtka “State regulation of agricultural sector productivity in Ukraine” (2011) on the basis of stimulating production and socio-economic factors in agribusiness growth, within the framework of the target development trajectory, the formation of a mechanism for state regulation of the productivity in the agrarian sector of the economy in Ukraine were presented. The author also presents the concept of state regulation in agricultural sector productivity as a source of economic growth, developed a methodological approach and a reasonably

systematic approach to agricultural sector productivity [18, p. 4–7].

According to the results of the study, V. Tkachenko “The external economic strategy of the state as a means of ensuring the competitiveness of the national economy” (2011) generalizes the mechanism for the formation of a single external economic strategy of the state in the form of integrated strategies for the development of national production and regulation of foreign economic relations on the basis of competitive advantages. The author developed a model of the differentiated external economic strategy of the state, where national production is classified by industry with the definition of priorities in the state’s foreign economic strategy. For the formation of the external economic strategy of the state (domestic model), the author has improved the international rating assessments of competitiveness [19, p. 4].

The results of the research T. Filipenko “The mechanism of public administration of the currency market in Ukraine” (2011) is the substantiation of the existence of internal and external factors of the currency market management, where the public administration of the currency market is considered as the monetary policy of the state. It is determined and proven that the world financial space creates both new opportunities and new threats for the development of the national economy in the country. Also, the work improves the methods of currency regulation and mechanisms for identifying, preventing crimes and offenses in the financial sphere [20, p. 5, 31–33].

The most important results of N. Shevchenko research “Development

of the regional investment policy of the state in the agrarian sector of the economy: theory, methodology, practical implementation mechanisms” (2011) are theoretical provisions of the development of the state investment policy in the agricultural sector of the economy. Practical tools of introduction of the state investment policy in the agrarian sector of the economy are offered. The study has improved approaches to analyzing the investment attractiveness of the region, shaping the investment strategy of the region, determining the period of investment support for the agrarian sector of the region, as well as mechanisms to increase the investment attractiveness of the agricultural sector and investment activity [21, p. 5].

Scientific results of the research V. Bliznyuk “Development of state regulation of the banking system in the context of globalization” (2012) is a scientific and methodical approach to the development of the banking system and state regulation of the banking system by combining analytical blocks into the interaction of economic agents, state and society institutions. By consolidating economic, scientific, technological, information, organizational, institutional, communication, social, and marketing innovations, the author proposes a mechanism for state support for the innovative development of the institution in banking services [22, p. 3].

A. Gindes in his work “Formation and implementation of mechanisms for ensuring the economic stability of Ukraine” (2012) reveals the state-managerial mechanisms of ensuring economic security and stability in the

country as an integrated system interacting with subsystems of public administration, and in the globalization of a market economy with mechanisms self-regulation. The approaches to the prevention of threats to the economic stability of the state are described. Based on the results of the analysis of external and internal contradictions, the methodological aspects of the optimal model of the correlation of state regulation and self-regulation for economic stability were determined [23, p. 2–4].

A. Dyenkov, in his work “The mechanism of state regulation of the development of ferrous metallurgy in Ukraine” (2012) first revealed the patterns of interaction between the part and the whole, which made it possible to propose a conception of the state regulation mechanism of the development in ferrous metallurgy in Ukraine and to improve methodological approaches to ensure the sustainable development in the national economy [24, p. 16].

A. Kalyuga in the study “Mechanisms of state regulation of the stock market in Ukraine” (2012) scientifically substantiates the choice of the vector of development in state regulation of the stock market in Ukraine towards a modern European model where a full-fledged banking system takes center stage in the redistribution of financial flows in the country. The provisions of the Program for the Development of the Stock Market in Ukraine for 2012–2014 have been updated, by replacing the rating evaluation formula and guaranteeing investments in the stock market in the mechanism for assessing the issuing companies of securities [25, p. 3–4].

The most important results of the work of A. Kolizhuk “Public administration of foreign economic activity in Ukraine in the conditions of European integration” (2012) is the model of the public administration optimization, which built on an integrated approach to the formation and implementation of the Strategy of public administration of foreign economic activity in Ukraine. The author developed a number of program documents on the development of the state export-import policy and improved priority areas for customs and tariff regulation for certain groups of goods [26, p. 3–5].

According to the results of the scientific research, M. Meleshko “Mechanisms of state regulation of the grain market of Ukraine” (2012), have been thoroughly investigated the mechanisms of state regulation in the grain market through the levers: organizational, administrative, legal, financial and economic. The introduction of a state agent for the export and import in grain (processed products) is considered. Economic mechanisms of the grain market regulation and factors of formation of a price policy, price regulation are analyzed [27, p. 3–4].

In the dissertation of B. Nagorskiy “State regulation of foreign economic activity of the mining and metallurgical complex in Ukraine” (2012) an innovative mechanism of state regulation of the MMC in Ukraine, including mini-Mili technologies for economic benefits, competitiveness and export of domestic steel products, was applied. The author has improved the mechanisms of the IRO (Initial public offering) as an opportunity to attract investment in the MMC in Ukraine, as

well as for Ukraine’s accession to the Kyoto Protocol, methods for determining environmental priorities have been improved [28, p. 9–16].

In the work of A. Panin “Public administration of investment and construction activity in the conditions of economic crisis” (2012) for the development of free competition in the construction market in the conditions of the economic crisis on the basis of public-private partnership, the new approaches to the implementation of investment-building activities public administration have been formed. During the downturn phase of business activity, the anti-crisis mechanism for stimulating the investment activity of the construction complex and the organizational and economic mechanism for state management of investment and construction activities are revealed [29, p. 3–6].

A. Pozhidaev in the dissertation “Mechanism of state stimulation in agro-food sector development: strategic aspect” (2012) defines the conceptual components of the mechanism of state stimulation in the agro-food sector by applying modified PEST-analysis and evolutionary forecast and competitiveness analysis of M. Porter and technology IDEF 0; The strategy for the development of the industry is built on the provisions of the theory of systems within the framework of a holistic view of the world [30, p. 2–6].

M. Sjomich in the dissertation research “Mechanisms of increasing the efficiency in state economic policy in the system of ensuring the welfare of the population in Ukraine” (2012) offers a model for interaction of mechanisms to improve the efficiency in

state economic policy in the system of ensuring the welfare of the population in Ukraine. The model provides for globalization economic relations, Ukraine's integration and liquidation of the consequences of the global financial crisis. The author systematizes the indicators of the effectiveness of the implementation in the state economic policy, the classification of methods in state regulation of the economy [31, p. 12–16].

The results of scientific research Y. Shpak “Mechanisms of state regulation in the agrarian sector of the national economy in the context of the markets globalization” (2012) is a model of the system of mechanisms for state regulation of the development in the agrarian sector of the national economy in the markets globalization. It is built on the interaction of organizational, innovative, regulatory and legal components. The work predicts the development in the agricultural sector, the program for the formation of the country's food security, caused by the markets globalization. Evaluation of the internal food market is systematized as special mechanisms of state regulation in the agrarian sector of the national economy. According to the results of the research, the author developed mechanisms of anti-crisis state regulation in the agrarian sector of the national economy [32, p. 12–31].

V. Shpachuk in the dissertation research “Public administration of the banking system: anti-crisis aspect” (2012) analyzes five stages of evolution and development in the management of the banking system in Ukraine. The study methodologically formed an approach to the multi-vector develop-

ment of the state anti-crisis management in the banking system, which focuses on the implementation of anti-crisis measures for the management and impact of public authorities on the banking system. The study substantiates the approach to the specialists rotation in banking supervision in the National Bank of Ukraine, the launching of automation and prevention of corruption among the staff in the National Bank of Ukraine [33, p. 20–34].

In the dissertation V. Barvinenko “Mechanisms of state regulation of sustainable development in the food market in Ukraine” (2013) state regulation of sustainable development in the food market is considered comprehensively through the application of a conceptual-holistic mechanism. In the organizational and economic mechanism of state regulation of the sustainable development in the food market, the organizational and economic component is specified separately, which has made it possible to improve the institutional mechanism for state regulation of the sustainable development in the food market and the concept of state support for sustainable development in the food market [34, p. 3–5].

In the dissertational study A. Borisenko “Formation of the state foreign economic policy in Ukraine and the mechanisms for its implementation” (2013) scientifically substantiated the concept of foreign economic activity in Ukraine, which is built on the interaction of public administration tools for regulation of priority commodity markets. The author developed the Strategy for the Formation and Realization of Foreign Economic Activity in Ukraine, based on the paradigmatic

combination of existing strategies and the stimulation of enterprise development through state regulation of foreign trade activities. To implement the strategic objectives, the motivational mechanism of state program-targeted financing is given. Based on the methodology of controlling in system of state regulation in the sphere of foreign trade the authors recommend the introduction of the principle of “management control”. Theoretical and methodological results of the study is to analyze FEA using systemic synergies in the study of problems of state regulatory policy in the sphere of foreign economic activity. With the help of an integrated institutional matrix systematize governance process defined governance mechanisms and regulates FEA [35, p. 5, 18–32].

In the work of N. Gvazava “Local budgets as a factor in the development of the territorial communities of Ukraine” (2013) it is about the implementation of the local development budget, where the methodology of local economic policy is improved using the concept of “New Public Service” and on the basis of the independent functioning of the relationships between levels Budgetary system. The system of local finances of all economic entities of the territorial community that form this budget for the development of the territory is scientifically grounded [36, p. 3–4].

In the work of S. Dvigin “State regulation of foreign economic activity in the conditions of Ukraine’s integration into the world economic space” (2013), it is noted that the balanced basis of state and sectoral program-target management is the theoretical basis of

state regulation of foreign economic activity. In the direction of Ukraine’s integration into the world economic space, it is necessary to expand the reproduction of the national economy. The relationship between the rate of development of exports and the level of added value in the work is presented in the form of a matrix of sectoral priorities of the production and economic subsystem of the state’s external economic complex. This makes it possible to have scientifically sound state-management decisions on export regulation [37, p. 14–17].

N. Zubritskaya in her work “Mechanisms of state regulation of the banking sphere in Ukraine” (2013) introduced in the system of investment support in Ukraine an innovative mechanism of state regulation of banking services development on the basis of syndicated lending and public-private partnership. On the principles of free capital flow, the Maastricht criteria and the cooperation of central banks, the development of mechanisms for European integration of the banking sector in Ukraine was investigated [38, p. 2–4].

The most important research results of G. Ryabtsev “Conceptual bases of the state policy of market development in Ukraine” (2013) is the development of the state policy of market development in Ukraine, which changes the approach to the implementation of the state policy on reactive to preventive. The work proposes a model of the oil products market in Ukraine, where production, import, export and consumption of oil products and macroeconomic indicators have close interrelations. Using the integrated real-time information and analytical system Real

FEC, a mechanism for monitoring the products and consequences of the state policy of market development has been developed. The author also proposes the mechanism of a flexible strategic energy reserve, such as combining the stock of various fuels and energy and taking into account the structure of energy consumption and seasonal loads [39, p. 26–32].

Within the framework of V. Fedorov's study "Improving the mechanisms of public administration of Ukraine's tax system" (2013), mechanisms of public administration of the tax system in Ukraine on the principles of the tax security system were developed. The author suggests an organizational mechanism of public administration of the tax system in Ukraine, which provides: 1) solving financial and economic problems of the national economy; 2) ensuring the growth of tax revenues to budgets and extra-budgetary funds by increasing production volumes; 3) monitoring and tracking the dynamics of financial and economic processes; 4) introduction of the institution of responsibility of business entities [40, p. 3–5].

In the work of V. Kharchenko "Improving the mechanism of public administration of the coal mining industry innovative development" (2013), the development of the coal industry in Ukraine with the participation of venture financing is being considered. The author explores the possibilities of innovative and investment levers of the state for reproduction and renewal of fixed assets of extractive enterprises. Also taking into account international experience, the methodology of modernization in the coal

mining industry has been improved [41, p. 4].

V. Tsvok in his work "State regulation of the resource potential using in industry in the conditions of macroeconomic instability" (2013) determines the principles of state regulation under macroeconomic instability on an innovative investment basis, taking into account available resources and developing the resource potential of the industrial complex. By introducing an integrated indicator of the resource potential of industry, the author improves the methodology for the integrated assessment of state regulation in the resource potential of industry [42, p. 2–5].

In the dissertation research N. Chaly "Mechanisms of public administration in the economic development of Ukraine in the context of globalization" (2013) for the first time highlighted the paradigm of the country's economic development taking into account the dynamic transformations of the external environment. Based on the results of the study, a global environment model is constructed, consisting of supranational institutions and individual countries. With the aim of leveling out risks and enhancing the advantages of the country's economic system, the author proposes a systematic approach to assessing the state and perspective directions of Ukraine's integration. On the basis of game theory, factor analysis and the value chain model, the possibility of introducing the concept of advantages of a hierarchy of approach models into public administration is substantiated [43, p. 3–6].

In the work of T. Vader "State regulation of innovative development in the

Ukrainian economy” (2014), taking into account the fundamental features of integration processes, determined the main provisions of state regulation strategy of innovative development in the national economy. The author has improved the transformational directions of state regulation of innovative development in the Ukrainian economy and the mechanism of state regulation of innovative development in the economy on the basis of public consensus between the state, the private sector, educational and scientific organizations, the public [44, p. 2–4].

In work E. Vaysman “Formation of mechanisms of public administration in the development of the investment potential in the regions of Ukraine” (2014) is characterized the systematic approach by the determines, the direction of development in public-private partnership in the sphere of entrepreneurship in Ukraine through the system of state insurance, public control, implementation of technology of crowd-sourcing, technological modernization National economy. With the aim of developing public-private partnership in the field of entrepreneurship, foresight technology for informatization of public administration and methodological approaches to assessing the investment cluster interaction of business entities with public authorities are being improved [45, p. 3–5].

In the dissertation V. Kutkov “Marketing mechanism of public administration in the development of the region” (2014) the content, purpose and structure of the marketing mechanism of public administration for regional development are specified. To meet the needs of consumers and increase

the competitiveness of the region, the author, on the principles of marketing, has improved the methodology for attracting investment in the region, the mechanism for developing a program for the social and economic development of the region, and the structural and functional support for the public administration of the region [46, p. 2–5].

Theoretical and methodological results of the work of A. Mashkov “Mechanisms of state regulation of foreign economic activity in Ukraine in conditions of innovative development” (2014) is the development of a system of means for implementing strategic directions of state regulation in Ukraine’s foreign economic activity on the functional relationships principles, taking into account existing and potential resources and attracting necessary resources in Ukraine. The cluster architecture of innovative development of foreign economic activity, the mechanism of interrelations and coordination of interests of participants in clusters of foreign trade activities was improved [47, p. 2–5].

N. Pilipenko in the work “Mechanisms of public administration in financial resources through the treasury system” (2014) explored the design and structure of an integrated mechanism for public administration in financial resources through the treasury system. This allowed him to propose an optimal administration system, strengthen the stability, reliability and transparency of the state’s financial system. Based on the use of the rating grouping of objects, the author suggests an approach to the implementation of treasury control [48, p. 3–4].

Important results of the research A. Pinchuk “Formation of effective mechanisms of state regulation in financial services in Ukraine” (2014) are disclosed in the following provisions: 1) establishment of the institution of financial ombudsman and the Supervisory Board as a special body for monitoring the activities of the ombudsman; 2) the definition of a single state mega-regulator in the sphere of non-banking financial services as a central executive body with a special status on the basis of the National Commission. Taking into account the influence of the state on the markets of financial services, taking into account the institutional and regulatory provisions, the author first formed the features of state regulation in the sphere of non-banking financial services for periods [49, p. 3–5].

D. Scriabina in her work “Mechanisms of state regulation of foreign economic activity in Ukraine” (2014) formed an approach to state regulation of foreign economic activity in the conditions of multi-vector development of foreign economic activity in the country by means of mechanisms: the introduction of priority integration courses, the implementation of the state strategy for the development of foreign economic activity, priority sectors of the national economy [50, p. 3–6].

M. Hiramagomedov in the work “State regulation of the grain market development in Ukraine” (2014) analyzed and improved the state regulation of the agrarian sector development in the Ukrainian economy. He characterized the transformation of state regulation in grain market development in Ukraine towards integration into the global market [51, p. 2–6].

D. Baranova in the work “Institutional basis for the development of financial control in the system of public administration in Ukraine” (2015) examines the system of strategic institutional development of state financial control based on the principle of an integrated system of second-hand control functions. The introduction of a single information and analytical system of state financial control over the country’s economic development is proposed, as well as the introduction of a model for the organization of external state financial control [52, p. 3–5].

The results of dissertation research A. Bondarenko “The mechanism of public financial control in Ukraine” (2015) is to determine the priorities of the mechanism in public financial control on the principles of self-organization of the control system in combination of participants interests and potential resource. The formation of financial and management relations between all business entities formed priorities for the implementation of the mechanism in public financial control. The study considers the use of reflexive influence on the subjects of financial control and rating grouping of financial control objects, providing for the introduction of a single information database [53, p. 3–6].

The most important scientific results, revealing the content of the thesis work Y. Kazyuk “Public administration of budgetary resources in conditions of decentralization” (2015) is the concept of public administration of budgetary resources on the basis of a decentralized management model. In the study, it is about creating a resource self-sufficiency of local budgets

and reducing tax pressure. The mechanism of introduction of various rates of the profit tax with the purpose of modernization and stimulation of regional manufacture is offered. The author has improved the method of treasury services for local budgets and the need for public-private partnership in the forms of concessions as BOOT and BOO has been proved by the projects of three parties: the state, representatives of the Ukrainian business and foreign business entities [54, p. 28–37].

Positions of the O. Kulik's work results "Improving the mechanisms of state regulation in the development of agrarian entrepreneurship in Ukraine" (2015) concretize approaches to implement the model of interaction in the agrarian entrepreneurs at the national level. The work introduces new principles regarding the functioning of mechanisms for state regulation of the development of integrated formations in the agrarian entrepreneurship in the context of economic clustering. The author also developed programs for the integration development in agrarian tourism, improves the mechanisms for state regulation of the development in the agrarian entrepreneurship [55, p. 2–4].

The main scientific result of the work L. Rudalevoi "State regulation of banking activities in the stock market in the context of the national economy modernization" (2015) is a comprehensive study of the state regulation mechanism on the stock market of banks. On the principles of a new domestic depository system with new powers, the features of the National Bank of Ukraine functioning are scientifically justified. The tasks of state

regulators of the National Bank of Ukraine and the National Commission for Securities and Stock Market were analyzed for the innovations of the depository system, which made it possible to disclose the need to strengthen the state regulatory function of the participants in the domestic depository system [56, p. 3–6].

B. Tyurus in his study "Mechanisms of the modernization processes in public administration in the Ukrainian economy in the context of globalization" (2015) improved the modernization mechanisms in public administration of the economy, including modernization of the state economic policy, industrial and technological base of the economy and the system of social protection of the population. The interrelation of quantitative and qualitative indicators in the modernization of the economy is scientifically substantiated, taking into account the correlation dependence of the given indicators [57, p. 2–4].

In work V. Tikhonovich "Mechanisms of public administration in the sphere of economic cooperation with European countries" (2015) with the aim of increasing the efficiency and effectiveness of national development proposed the economic cooperation as a theoretical basis for the influence of state authorities on Ukraine's economic relations with the EU. In the context of European integration of Ukraine, the system of principles for the implementation of economic cooperation is indicated [58, p. 3–5].

In work D. Bikulov "Formation of resource maintenance of development in local government in Ukraine" (2016) the concept of resource maintenance

of development in local government, local territorial community structure is developed and their economic functions are defined. The author suggested the main directions and sources of local self-government development in Ukraine [59, p. 4–6].

Conclusions. Thus, the article analyzes scientific research on mechanisms of public administration of outstripping development of the Ukrainian economy over the past five years (from 2011–2016). This makes it possible to determine the direction of development of the Ukrainian economy in the coming years.

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Afonin Eduard Andriiuvych,

Doctor of sociological science, Professor, Professor of the Department of Political Analysis and Forecasting, National Academy for Public Administration under the President of Ukraine, 03057, Kyiv, Str. Eugene Pottier, 20, tel.: (067) 244 46 59, e-mail: bpaфонin@gmail.com

ORCID: 0000-0002-7493-6907

Афонін Едуард Андрійович,

доктор соціологічних наук, професор, професор кафедри політичної аналітики та прогнозування, Національна академія державного управління при Президентові України, 03057, Київ, вул. Ежена Поттьє, 20, тел.: (067) 244 46 59, e-mail: bpaфонin@gmail.com

ORCID: 0000-0002-7493-6907

Афонин Эдуард Андреевич,

доктор социологических наук, профессор, профессор кафедры политической аналитики и прогнозирования, Национальная академия государственного управления при Президенте Украины, 03057, Киев, ул. Эжена Поттье, 20, тел.: (067) 244 46 59, e-mail: bpaфонin@gmail.com

ORCID: 0000-0002-7493-6907

Pliushch Valentyna Anatoliivna,

expert, Center for Social Expertise of the Institute of Sociology of the National Academy of Sciences of Ukraine, 01021, Kyiv 21, Str. Shovkovychna, 12, tel.: (093) 272 92 54, e-mail: vpliushch@gmail.com

ORCID: 0000-0002-6945-4233

Плющ Валентина Анатоліївна,

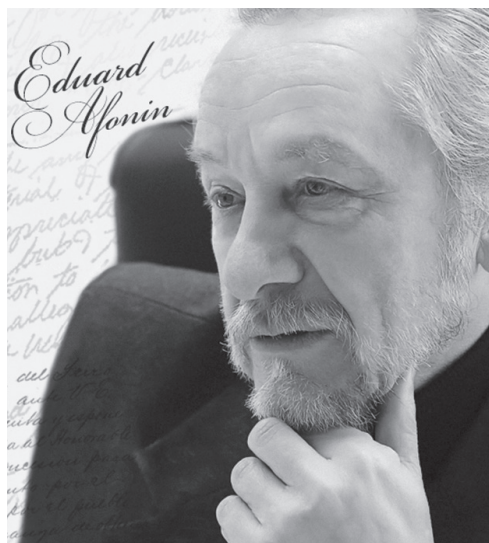
експерт, Центр соціальних експертиз Інституту соціології НАН України, 01021, Київ 21, вул. Шовковична, 12, тел.: (093) 272 9254, e-mail: vpliushch@gmail.com

ORCID: 0000-0002-6945-4233

Плющ Валентина Анатольевна,

експерт, Центр социальных экспертиз Института социологии НАН Украины, 01021, Киев 21, ул. Шелковичная, 12, тел.: (093) 272 9254, e-mail: vpliushch@gmail.com

ORCID: 0000-0002-6945-4233



NEOTRIBALISM AND MODERN POLICY OF DECENTRALIZATION: ANALYSIS OF PROFESSOR MICHEL MAFFESOLI'S IDEAS

Abstracts. The article analyzes the ideas of the French sociologist, professor of the University of Paris V – Sorbonne Michel Muffesoli, presented by him on May 29, 2017 in a lecture for managers, read at the National Academy for Public Administration under the President of Ukraine within the framework of the annual events of the Ukrainian School of Archetypes. The phenomenon of neo-liberalism inherent in post-modern society and its connection with the modern decentralization policy are revealed. It is established that in the work of M. Muffesoli the central place is devoted to the sociology of everyday life and the logic of microanalysis. The subject of the author's observations was the socio-cultural processes of the present, which indicate the possibility of further development of political, economic and social realities.

Keywords: archetype, decentralization, myth, neotribalism, postmodern, society, transformation.

НЕОТРАЙБАЛІЗМ І СУЧАСНА ПОЛІТИКА ДЕЦЕНТРАЛІЗАЦІЇ: АНАЛІЗ ІДЕЙ ПРОФЕСОРА СОРБОННИ МІШЕЛЯ МАФФЕСОЛІ

Анотація. Проаналізовано ідеї французького соціолога, професора університету Париж V – Сорбонна Мішеля Маффесолі, викладені ним 29 травня 2017 р. в лекції для управлінців, прочитаній в НАДУ при Президентові України в межах щорічних заходів Української школи архетипіки. Розкрито притаманний постмодерному суспільству феномен неотрайбалізму і його зв'язок із сучасною політикою децентралізації. З'ясовано, що у творчому доробку М. Маффесолі центральне місце відведене соціології повсякденності та логіці мікроаналізу. Предметом спостережень автора стали соціокультурні процеси сучасності, які вказують на можливості подальшого розвитку політичних, економічних та соціальних реалій.

Ключові слова: архетип, децентралізація, міф, неотрайбалізм, постмодерн, суспільство, трансформація.

НЕОТРАЙБАЛИЗМ И СОВРЕМЕННАЯ ПОЛИТИКА ДЕЦЕНТРАЛИЗАЦИИ: АНАЛИЗ ИДЕЙ ПРОФЕССОРА СОРБОННЫ МИШЕЛЯ МАФФЕСОЛИ

Аннотация. Проанализированы идеи французского социолога, профессора университета Парижа V – Сорбонна Мишеля Маффесоли, изложенные им 29 мая 2017 г. в лекции для управленцев, прочитанной в НАГУ при Президенте Украины в рамках ежегодных мероприятий Украинской школы архетипики. Раскрыт присущий постмодерному обществу феномен неотрайбализма и его связь с современной политикой децентрализации. Установлено, что в творчестве М. Маффесоли центральное место отведено со-

циологии повседневности и логике микроанализа. Предметом наблюдений автора стали социокультурные процессы современности, которые указывают на возможности дальнейшего развития политических, экономических и социальных реалий.

Ключевые слова: архетип, децентрализация, миф, неотрайбализм, пост-модерн, общество, трансформация.

Introduction. On the border of the last two centuries, the second wave of the transformation processes was spread to the world, that repeats the social transformations in the Euro-Atlantic area countries during the “great depression” of 1930–1940s. These processes are changing radically all the spheres of social life in general, affecting the quality of society and asserting new social relations, different from those that were typical to the countries in the era of modernism, which lasted in Europe from the French Revolution (1789–1794), and in the post-soviet area from the October Revolution (1917). According to the postmodernists, the new socio-historical era is accompanied by the phenomenon of neo-tribalism, in which the decentralization policy appears.

The existence of independent Ukraine in the conditions of the complex processes of reforms and modernization makes possible to observe the dynamic changes in the relations between the society and individual, as well as the people’s attitude to the new social phenomena.

Analysis of the recent publications. Many contemporary scientists are interested in problems of neo-tribalism, among them the works of Sigmund Baumann, Michel Muffesoli, Maximilian Shepelev.

The aim of the article is to analyze neo-tribal tendencies in the contemporary world, to evaluate their importance for the decentralization policy as a model and project of postmodern society.

Main material. Social changes taking place in the modern world lead to the emergence of completely new social realities where immemorial traditional foundations and forms of consciousness collapse. The phenomena of global mass culture penetrate all areas of our life. Uniformity (homogeneity), unification of masses and mass consciousness are replaced by non-uniformity (heterogeneity), functionality and individual uniqueness, and all this affects the general state of culture, education, general moral and psychological climate in Ukraine as well.

M. Maffesoli accepted the challenge of postmodern paradigm and made its own contribution to creating a new image of the modern social reality. He tries to clarify the omissions that make postmodern philosophy alien to perception, and fills its separate theses with specific sociological content in the process of constant polemic with the most influential sociological paradigms.

M. Maffesoli refers to postmodernism processes, in the broad sense, as to the realities that replaced the socio-historical modern era of the 17–19th

centuries and great narratives inherent in it. When the main values were high and grand values, rational and consistent, large social institutions designed for the future that tried to control the social life of the modern era. Starting from 1950–1960s there has been an over-saturation with great narratives, a rethinking of high values, and their replacement by today's value ideals which emphasize deep emotionality and experience of the present moment, as opposed to the rationalism of the future far-reaching long-range goal [1].

Traditional positivist sociology burdened with objectivist, rationalist, and econocentric goals has been the main opponent for M. Maffesoli. He sees his goal in the formation of another version of an understanding sociology capable of describing the object of research “from within” [2].

In his studies, M. Maffesoli pays a particular attention to neotribalism as a phenomenon of the modern times. At one time, Z. Bauman said about the origins of the phenomenon of neotribalism, i. e. a common name usually used in science for manifestations of the so-called “new tribal consciousness”, one of the two main forces opposing to the New World Order. Against the background of globalization, neotribal associations (or “tribes”) unite among themselves with certain sensory experiences and cultivate such personality traits as loyalty to the clan, personal dignity, nationalistic and religious feelings, etc. [3, p. 37].

Of course, the expansion of the global space boundaries entails global consequences. M. Shepeliev argues that globalization leads to the formation of planetary consciousness as integrity

in action, which defines the norms and principles of the humankind's world activity and constitutes a realization of social existence as planetary existence. However, it is in the global environment that local social movements, associations and communities actively develop [4, p. 512], which a Scotsman Roland Robertson called “glocalization” [5].

He sees problems of an adequate combination and harmonization of the local and the global in the legal environment as the focus of special attention for the scientific community of future generations. The subject matter of legal globalistics at the local level is of a debatable nature and at the present stage (especially in Ukraine) is not fully formed and peremptory. Global problems of the present time in the local environment raise more questions than the answers that can be found today, but the potential of the knowledge gained for thousands of years, future advances of the latest technologies that are unknown to us, give us the opportunity to transform present-day science to meet today's challenges [6].

One of the important capacities of legal globalistics, as an interdisciplinary system of knowledge, is modelling of possible ways of the development of the state and law in the modern world. Specificity of the modelling is an activity of a high degree of complexity and truly global scale, as the result of building a possible model of the state and law development should take into account a large number of heterogeneous factors: natural, technical, economic, social, cultural, and legal. The results of such analysis should be formulated not only theoretically but practically,

which will allow to give a substantiated scientific picture of the current state of society and its regulatory system, to find out possible alternatives to the interaction of the “glocal” or locally-global paradigm, to evaluate it from the perspective of legal standards and moral values of the humankind [7, p. 76].

The notion of “neotribalism” is related to the notion of “archetype”. In the history of philosophy, the notion of archetype is regarded as a prototype of “eternal ideas, eidoses” (according to Plato and his followers) and the collective unconscious (according to Carl Gustav Jung).

The study of archetypes is an indispensable condition for deep comprehension of national cultures, their essence and characteristic features. The specificity of mentality is attributable to the characteristic features of the historical experience of the nation and its spiritual life, which is manifested in the stereotypes of its behaviour and thinking, collective ideas and archetypes of culture. Mentality is cultivated not only through attitudes and habits, but also through the culture of emotional life [8, p. 15].

Archetypes are deep semantic ties that form primordial fundamentals of the humankind’s culture in general, but also exist for certain historical local cultures that together constitute world history and global and local social reality. It is a certain substance that does not need anything for its existence, except itself [8, p. 16].

It can be argued that there is no society without archetypes, but there are also no archetypes without society. Archetypes function at the level of the individual unconscious, collective

unconscious and locally-civilizational unconscious. The archetype does not distinguish one nation from the other at the level of structures of the collective unconscious, which often performs latent functions, in particular through the mechanisms of emotional intoxication. Influence on real essences is replaced by manipulations with words and notions. However, societies perish as a result of communicative chaos when there is no true language of mutual understanding [8, p. 16].

Understanding each archetype depends on the complex hierarchy of cultural codes as a system of symbols for storing, processing and communicating information about a particular culture, the actions of people, social groups and social institutions, norms and values. Our ancestors not only jointly procured food and ate, but also formed common collective ideas. Collective reflection requires collective memory as a repository of knowledge, ideas, images and meanings. Each historical era creates its own type of a hero, guided not only by a certain ideology, but also by mentality. Identity is a psychosomatic state that exists not only on the basis of the knowledge of oneself, but also on a sense of confidence, respect for oneself. Anyone who has lost self-respect is aggressive towards others. A person who is sincerely proud of his/her culture is not afraid of the unfamiliar. The description of archetypes coexists between poetic metaphoricity and grammatical precision of the social science, between natural, social and objective worlds [8, p. 16].

We are now living in an era when postmodern society tries to manage not big conscious ideas, but unconscious

present-day desires of small collective groups, archetypes of tribes or neotribes, regardless of how scientists call these social phenomena.

M. Maffesoli tries to study the mechanisms of the formation, organization and management of the communication process between these groups so that the knowledge that has the right to life naturally appeared from it.

The approach used by M. Maffesoli to analyse decentralization policy is based on the sociology of everyday life acting in the logic of microanalysis. The subject matter of his observations are phenomena of the postmodern society, which manifest themselves in the influence of technological culture novelties, i.e. mobile phone, computer, Internet, on everyday life, and “aesthetization of everyday life” with a focus on the emotional present rather than on a rational future. The hypothesis proposed by the scientist is based on the statement that the ideas of constant progress are replaced by the need to emotionally feel and experience life “here and now”, an individualistic paradigm is replaced by the societal paradigm as a necessity to be part of a group “tribe” united by common interests [9].

The scientist notes that at the same time there is a cognitive resonance, since political, economic, information (journalistic) elite and the intellectuals morally remain closely tied to and dependent on the values of modernity, that is, high ideals, the image of “a father” in the great political, economic, scientific family, peremptory authority of a chief, unachievable level of a leader. However, more and more present-day examples of the political top erase the image of greatness and far-sightedness

and more and more often keep pace with the modern mass society, sometimes without even realizing it, embodying the image of an ordinary society member, the same as all others, not alien to deeply emotional hedonistic feelings inherent in one or another modern “tribe”. Thus, M. Maffesoli specifies that three characteristics are sufficient for a modern tribal phenomenon: living in one territory, common tastes, and returning of the eternal child archetype. What is an eternal child? The culture of ever young person with the concentration of the attention on the body and emotions. Moreover, according to the scientist, we can observe a return to those mythical, legendary heroes, to the times when the social was not limited to the simple, logical, rational and progressive, but vibrated around totems, symbols and heroes that used to remain in the imagination, especially in the imagination of children, but now dominate in the everyday mass popularization of not only cinematography (as in the case of Harry Potter), sports (as in the case of Zinedine Zidane), but also politics (Nicolas Sarkozy), that are more postmodern, emotional and passionate than modern, logical and rational [10].

In addition to the eternal child image, a significant characteristic feature of the modern era is nomadism and tribalism, which are the isolation of certain communities in the social space and related structural changes on this basis. M. Maffesoli predicts a change in the traditional forms of family, school, national state. A nomadic way of life concerns not only social mobility, but is also interpreted by M. Maffesoli in an extremely broad manner encompassing

the areas of ideology, power, occupation. He notes that “the very structure of the nomadic way of life will become widespread, and people will quite naturally change several families, several occupations during their lives”, experiment with gender aspects of their identity, lifestyles [11].

M. Maffesoli predicts serious changes in the field of education, since modern educational institutions fail to perform their socializing functions in a sufficient manner. The study of university as a cultural and psychological reality was a special aspect of his research. Universities still base themselves upon ideals of the modernity and do not meet the needs of young people, which is why it is necessary to search for adequate cultural and psychological forms of youth integration into modern society, in its professional life. In addition, for the successful development of the country, it is important that the elite (political, economic, journalistic, intellectuals) listen to the new likings which modern social life of young people is filled with, since it is the youth who shows all modern tendencies of socialization, and it is the youth who will be able to take advantage of the results of today’s social changes [12].

In the context of cultural and historical analysis, M. Maffesoli distinguishes two forms of socialization: formation as compulsion and communication as initiation. The second form of socialization is more in line with the spirit of modern times. Here the basis of true education for a personality is its own subjective and life experience, wealth of emotions. We live at the time when new forms of social life are born, the old (family, national, political, educa-

tional) being not in line with the spirit of the modern times. Marginal communities perform advance search of new forms emerging in the culture.

According to the ideas of M. Maffesoli, the driving force behind the differentiation of social space and development of communities is glocalization of the culture in general, that is, its local existence in the global space. Communities that emerge in this social space not only serve to search for new forms of sociality, but also function as reserves and centres for the development of the unique, for example, conservation of national customs. The more cities turn into megalopolises, the more differentiated their social life becomes, leading to the phenomenon of “a city within a city” (it can be ghettos, sects, fan groups, societies of history, art, cinema, theatre lovers, etc.). [2].

“The staggering growth of huge capitals (to be more precise, megalopolises), can only contribute to the creation of “cities within a city”. The desire to “stick together” is a kind of way to adapt, “to domesticate” the world around us [2].

M. Maffesoli notes that, while being forced out of the area of research reflection in the last centuries, characterized by the cult of rationality, religiosity and fanaticism still remain the real driving force of individual and social actions. A strong religious charge has always been present in all revolutionary manifestations, although later they were qualified as political [13].

Nowadays, it is a fanatical passionate feeling that serves as a source of communities’ association in the society at large. The scientist shows that formation of informal communities and

ethnic subcultures is based on common emotional experiences, values, ideals or goals. Dismantling of urban life gives rise to specific groups that unite people having common passion [13].

However, globalization and globalization in the modern world are interconnected processes. "It is in this regard that we can say that some depersonalization, which is the consequence of the worldwide spread of the unified way of life, and sometimes of the way of thinking, may be neighbours with increased importance of certain values attached to them by certain people. Thus, we are witnessing the increasing influence of the mass media, clothing standardization, universal fast food, and, at the same time, the development of local means of communication (free radio, hundreds of cable television channels), success of certain types of clothing, products or dishes typical for one or another locality" [11].

Diversity ensures stability of not only biological and political systems, but also socio-cultural ones. According to the cultural and analytical approach, culture is an ontologically and gnosiologically complex heterogeneous reality. "... Creation of the social structure consisting of many small groups placed in strict order with respect to each other allows to avoid or at least mitigate strong influence of the authorities. This is an important lesson of polytheism, which, despite being enough studied, awaits further fruitful research" [11].

A modern human can even be aloof from the political and economic life of the country, but remain emotionally involved in the activities of its immediate circle, being rooted in everyday life. Similarly, at the cultural level, the no-

tion of great and universal "morality" common to all humankind disappears; instead comes the concept of "ethics" of a certain community, group, team, which is effective only in this coordinate system, replacing a universal morality of modernism [6].

The methodological error of Marxism and a number of other non-classical paradigms (structuralism, functionalism) was that they considered only macroanalytical processes of social life, losing sight of microsocioal life. In the modern epistemology of humanitarian knowledge (mainly postnonclassical), there is a need for microanalytics which manifested itself in attention to the study of everyday life diversity through the variation of research optics of different approaches. "Domination of sociality manifests itself secretly, in the immediate surroundings and minor phenomena that do not come within the attention of macroscopic goals" [11].

Moreover, even political technologies turn out to be effective when appealing not to the global, but to the sovereign, not to abstract values, but to personal meanings.

It should be noted that in the classical type of the social space analysis, culture was interpreted exclusively as high spheres of life, in the non-classical interpretation, the problem of confrontation between the two cultures emerged, i.e. national and official (Mykhailo Bakhtin), elitist and mass (José Ortega y Gasset), while the postnonclassical type of the analysis refers to the idea of a complex intertwining of dynamic structures which includes flows of elite, mass and folk culture.

Everyday life of the postindustrial type of culture is notable for the di-

versity and democratism of the forms of sociality, as well as for the conscious creativity of lifestyles [2].

A new view of things was also associated with decentralization of methodological optics: in the field of culture, it meant that there are no high and low cultures, but rather people create different cultural forms, “there is no bad taste, there are different tastes” [2].

From the standpoint of the cultural and analytical approach, culture is an ontologically and gnosiologically complex multi-level concept. And before using it, its semantic differentiation should be performed.

Thus, the concept of culture can be both a wider concept of social space (culture is generally wider than society) and be included in it (avant-garde culture in the modern society). Moreover, semantic differentiation of the reality of culture implies a more complex idea of the identity of a modern human.

Culture-noosphere (as an opposition to nature) correlates with universal human identity (“cosmopolitan”, “citizen of the world”, “planetary consciousness”).

Cultures-ethnoses are related to the national and ethnic identity.

Cultures-worlds are the contexts for formation of the socio-cultural and civic identity.

Cultures-psychotechnics are responsible for the construction of personal identity and self-identification [14, p. 69].

At the philosophical and general scientific levels of the methodology of science, the cultural and analytical approach unfolds in a three-dimensional space: an ideal of postnonclassical ra-

tionality (in science studies), cultural and historical epistemology (in philosophy), anthropological turn (in the methodology of humanitarian knowledge).

Work with cultural and psychological reality of the present-day social space reality requires new methodologies and another scientific language. So, while global mobilization projects worked successfully in the everyday industrial world, then in the postindustrial world, even motivational structures that stand behind the flows of social actions change, and the effectiveness of the society management (if we can talk about management as such in the given case) is determined by giving the society the opportunities for self-organization and individual freedom [9].

Social space is a paradigm of empirical studies that flow one into another, for example, concerning the aspects of the formation of socio-cultural, ethnic, temporal, territorial identity, analysis of reference groups and the attitude of a person to his/her own circle [9].

The undoubted archaization and even “orientalisation”, according to the words of M. Maffesoli, of today's society is evidenced by the predominance of tribal, tribalist structure in it, suppression of individualistic inception, sensualization and irrationalization of intra-group relations, which manifest themselves through regular social paroxysms in the various forms of revival of the mythological as a means to maintain societal relation. Oddly enough, these archaic features of the postmodern society coexist with the latest technological advances, such as videotext, cable television, etc. Although the

proposed model contradicts the categorization that is customary for sociology, it nevertheless corresponds to the analysis of the postmodern society carried out by numerous researchers who also find a valuable complex of traits of traditional societies in it [12].

M. Maffesoli brings us back to the tribal-type society. Having originated as the analysis of the everyday life of the modern society, the concept of M. Maffesoli has subsequently outgrown its initial tasks and turned into a comprehensive theory that offers a non-trivial understanding of many controversial problems. [11].

Thus, the inverse interpretation of the everyday life derives from systematic reevaluation of the realities of today's society that manifested itself in the conscious transition from the individualistic to the societal paradigm. While the first one was tailored to the standard of the "modern" society, used the concepts of "an individual", "a group" and "a state", the second one covers the "postmodernist" partition of the social life into such categories as "a person", "tribes" and "masses" [12].

While the individualist paradigm described an individual as a carrier of a certain function in a society he/she became a member of due to his/her participation in a certain stable group (party, association, etc.), the societal paradigm takes a tribal-type community consisting of persons as a basis of a society. Unlike an individual, a person does not perform any single determined function. By changing stage outfits, "theatrical masks", playing different roles every day, a person is more able, than an isolated, closed individual, to "step over" the limits of his/her individuality

and to merge with the community he/she belongs to [12].

Initial dissolution of the personality in the team implies transition to the next stages when the personality is included in even more broad and fuzzy conglomerates, the so-called "masses". This process does not pose a problem because of the extreme uncertainty of the boundaries separating the "mass" or nation from the "tribes". Relying on numerous empirical observations of his employees in different cities of the world, M. Maffesoli comes to the conclusion that there is a "constantly-oncoming movement" between them [12].

Although microgroups that are metaphorically called "tribes" are constantly crystallized inside this mass, they also are not notable for being stable, since their constituent parts, persons, can move from one tribe to another.

The image of the postmodern society written by M. Maffesoli very aptly conveys the sense of "the growing fragility of the established religious, political and ideological definitions" which European thinking has been accustomed to so far. At the same time, he gives a wealth of material to foresee the upcoming trends in the development of today's society [13].

M. Maffesoli uses metaphors that refer to the antiquity ("Dionysian", "orgiastic", "tribes", etc.), however, despite the fact that the scientist actively uses allegories from the world treasury of myths, he simultaneously tries to debunk today's myth of continuous progress, considering it to be one of the relics of thinking within the modern paradigm. In this respect, he feels, as

Nietzsche once, like a critic of the “scientific fideism” [9].

He replaces the concept of progress with the idea of ingress, that is, the saturation of the cultural values of this era, as a result of which they are inevitably replaced with a completely different value system. M. Maffesoli draws this idea from Pitirim Sorokin, but does not bring it to the logical conclusions typical for the concept of socio-cultural dynamics of P. Sorokin. It can be assumed that M. Maffesoli essentially adheres to the same fluctuation theory as P. Sorokin, or believes in the “eternal return”, like Nietzsche. His image of today’s society as if on a new round reproduces characteristics of the obsolete, archaic societies. This applies, first and foremost, to the increasing significance of communities, especially those grouped around such “archaic” values as territory, ecology, regionalism, hedonism, in contrast to societies that were typical for the traditional type of social culture [15].

The undoubted archaization and even “orientalisation”, according to the words of M. Maffesoli, of today’s society is evidenced by the predominance of the tribal (tribalist) structure in it, suppression of individualistic inception, sensualization and irrationalization of intra-group relations, which manifest themselves through regular social paroxysms in the various forms of violence, orgies, manifestations of power and other, revival of the mythological as a means to maintain societal relation. Oddly enough, these archaic fea-

tures of the postmodern society coexist with the latest technological advances, such as videotext, cable television and the like. Although the proposed model contradicts the categorization that is customary for sociology, it nevertheless corresponds to the analysis of the postmodern society carried out by numerous researchers who also find a valuable complex of traits of traditional societies in it [15].

Transition to the postmodernity as a transformation of the “social” into “sociality”. While the first one corresponds with “society” (Gesellschaft in the works of Ferdinand Tönnies), “Prometheus” culture, and social ties are based on the “mechanical solidarity” of Émile Durkheim characterized by instrumentalism, projectivity, rationality and teleologism, the postmodern social order is described in the terms of “community” (Gemeinschaft in the works of F. Tönnies), the values of the “Dionysian” culture and “organic” (or “orgiastic”) solidarity with its enchanted reality, illogicality, immorality and communication. The symptom of the commencement of “neotribalism” is “the revival of the interest in everything natural and the feeling that the world is enchanted.

The postmodern “aesthetics” is by no means limited to the area of “fine arts” but encompasses the whole scope of everyday life. The “aesthetic” implies a private strategy: here the world is used by those who seek their own pleasure, and not domination over it [12].

Implosion of the rationally organized modern political body does not mean “the end of the social”, but the shaping and development of the postmodern sociality which is structured

¹ Fideism (French *fidéisme*, Latin *fides* – faith), consolidation of the priority of faith over reason, typical for religious world-views.

by the “culture of feelings”. Political implosion is not a catastrophe, but rather a “transformation”, i. e. “tribes” created as a result of people living together in modern megalopolises. The same way as primitive tribal communities were organically linked to the “mesocosm” of the immediate natural environment and identified themselves through this in the social environment which they shared this natural environment with, modern “tribes” in the “stone jungle” are linked to their urban quarters, streets, gathering places, and thus create a specific community of their members, providing them with identification. Postmodern “self” has nothing in common with the Cartesian “I think” or with an autonomous individual as a party to a social contract. It is a porous I which is in the state of constant trance and, therefore, is inclined to join the feelings that are tried by the people around, which gives it security of “archetypal communities” [12].

Conclusions. The image of the postmodern society written by M. Maffesoli very aptly conveys the sense of the growing fragility of the once established religious, political and ideological definitions which European thinking has been accustomed to so far. At the same time, he gives a wealth of material to foresee the upcoming trends in the development of today’s society.

1. The metaphors and allegories that he uses are bringing us back to ancient times (“Dionysian”, “orgiastic”, “tribes”, etc.), allowing us to suggest that, without denying the mobilizing role of the myths in certain historical eras and willingly drawing inspiration from the world’s treasury of myths, M. Maffesoli simultaneously tries to

overcome the myth of progress, considering it one of the relics of modernist thinking. He replaces the concept of progress with the idea of ingress, when there is saturation of the cultural values of the given era, as a result of which they are inevitably replaced with a completely different value system.

2. The modern era is characterized by the fact that, along with the creation of new forms of social life, the old ones are also reproduced. A lot of opposing trends coexist or are dual. The inverse interpretation of everyday life derives from systematic reevaluation of the realities of today’s society that manifested itself in the conscious transition from the individualistic to the societal paradigm. While the first one was tailored to the standard of the “modern” society, used the concepts of “an individual”, “a group” and “a state”, the second one covers the “postmodernist” partition of the social life in such categories as “a person”, “tribes” and “masses”. While the individualist paradigm described an individual as a carrier of a certain function in a society he/she became a member of due to his/her participation in a certain stable group (party, association, etc.), the societal paradigm takes a tribal-type community consisting of persons as a basis of a society. Unlike an individual, a person does not perform any single determined function. By changing stage outfits, “theatrical masks”, playing different roles each day, a person is more able, than an isolated, closed individual, to “step over” the limits of his/her individuality and to merge with the community which he/she belongs to.

3. Initial dissolution of the personality in the team implies transition to

the next stages when the personality is included in even more broad and fuzzy conglomerates, the so-called “masses”. This process does not pose a problem because of the extreme uncertainty of the boundaries separating the “mass” or nation from the “tribes”. Relying on numerous empirical observations of his employees in different cities of the world, M. Maffesoli comes to the conclusion that there is a “constantly-oncoming movement” between them. Although microgroups that are metaphorically called “tribes” are constantly crystallized inside this mass, they also are not notable for being stable, since their constituent parts, persons, can move from one tribe to another. That is why neotribes, “cities within cities”, passionate groups by interests represent simple means for an individual to fulfil his/her aspirations and to protect himself/herself from the demands of other modern tribes.

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Bielska Tetiana Valentynivna,

Doctor of Science in Public Administration, Associate Professor of the Department of Management and Administration, O. M. Beketov National University of Urban Economy in Kharkiv, Ukraine, 61002, Kharkiv, 17, Str. Marshal Bazhanov, tel.: (066) 450 62 12, e-mail: tanya_belska@ukr.net

ORCID: 0000-0002-2792-4700

Бельська Тетяна Валентинівна,

доктор наук з державного управління, доцент кафедри менеджменту і адміністрування, Харківський національний університет міського господарства ім. О. М. Бекетова, Україна, 61002, м. Харків, вул. Маршала Бажанова, 17, тел.: (066) 450 62 12, e-mail: tanya_belska@ukr.net

ORCID: 0000-0002-2792-4700

Бельская Татьяна Валентиновна,

доктор наук по государственному управлению, доцент кафедры менеджмента и администрирования, Харьковский национальный университет городского хозяйства им. А. Н. Бекетова, Украина, 61002, г. Харьков, ул. Маршала Бажанова, 17, тел.: (066) 450 62 12, e-mail: tanya_belska@ukr.net

ORCID: 0000-0002-2792-4700



PUBLIC GOVERNANCE IN THE CONDITIONS OF GLOBALIZATION CHALLENGES

Abstract. The article states that globalization changes understanding of the concept of “governance”, territorial membership is no more the epicenter of politics because symmetry between the territorial borders and the political power collapses; it is indicated that the driving forces of the modernization of the global governance process are the large private business represented by multinational corporations and global civil society; it is argued that cultural values and identities play an increasingly important role in the modern world; the population that lives in a certain territory is a permanent community, united on a territorial basis, and defines the public, private, and social spheres of life; the emphasis is placed on the fact that the public policy of territorial associations should be aimed to ensure the order in the society, coordination and realization of various social interests and achievement of public consent; it is

creating a strategy that defines the main goals of the community to improve the quality of public policy.

Keywords: public administration, public policy, globalization, global civil society, transnational corporations, values, “good governance,” “anticipatory governance”.

ПУБЛІЧНЕ УПРАВЛІННЯ В УМОВАХ ГЛОБАЛІЗАЦІЙНИХ ВИКЛИКІВ

Анотація. Визначено, що глобалізація змінює розуміння поняття “управління”, епіцентри політики не мають більше територіальної належності, оскільки симетрія між територіальними кордонами та політичною владою руйнується; доведено, що рушійними силами модернізації глобально-управлінського процесу виступають великий приватний бізнес в особі транснаціональних корпорацій і глобальне громадянське суспільство. Аргументовано, що здебільшого роль у сучасному світі відіграють культурні цінності та ідентичності; населення, що проживає на певній території становить постійне співтовариство, об’єднане за територіальною ознакою, й визначає публічну, приватну, соціальну сфери життя. Акцентовано увагу на тому, що публічна політика територіальних об’єднань має бути спрямована на забезпечення порядку в суспільстві, узгодження й реалізацію різноманітних соціальних інтересів і досягнення громадської злагоди; для підвищення якості публічної політики створюється стратегія, що визначає головні цілі спільноти.

Ключові слова: публічне управління, публічна політика, глобалізація, глобальне громадянське суспільство, транснаціональні корпорації, цінності, “гарне управління”, “передбачуване врядування”.

ПУБЛИЧНОЕ УПРАВЛЕНИЕ В УСЛОВИЯХ ГЛОБАЛИЗАЦИОННЫХ ВЫЗОВОВ

Аннотация. Определено, что глобализация меняет понимание понятия “управление”, эпицентры политики не имеют больше территориальной принадлежности, поскольку симметрия между территориальными границами и политической властью разрушается; доказано, что движущими силами модернизации глобально-управленческого процесса выступают большей частью частный бизнес в лице транснациональных корпораций и глобальное гражданское общество; аргументировано, все большую роль в современном мире играют культурные ценности и идентичности; население, проживающее на определенной территории, представляет собой постоянное сообщество, объединенное по территориальному признаку, оно определяет публичную, частную, социальную сферы жизни. Акцентируется внимание на том, что публичная политика территориальных объединений должна быть направлена на обеспечение порядка в обществе, согласование и реализацию различных социальных интересов и достижение общественного согласия; для повышения качества публичной политики создается стратегия, определяющая главные цели сообщества.

Ключевые слова: публичное управление, публичная политика, глобализация, глобальное гражданское общество, транснациональные корпорации, ценности, “хорошее управление”, “прогнозирующее управление”.

Target setting. Governance in today's world is facing the challenges of globalization, among scientists and politicians there are doubts about the viability of management structures that were characteristic of previous historical periods of human development. The major driving forces of changes of the global governance process are the large private business that is represented by multinational corporations and global civil society. These circumstances lead to the transformation of the world order — it is not already built around politico-ideological blocs of states, as it was in the twentieth century, but around world civilizations.

Analysis of the recent research and publications. The most famous scientific intelligence about the existence of world civilizations is “Dimension of Europe” by O. Shpengler, “Understanding the History” by A. Toynbee [1] and “Collision of Civilizations and the Restructuring of the World Order” by S. Huntington [2]. Systematizing history, A. Toynbee convincingly proved that history of humanity is developing not as a direct line of gradual progress, but as a cyclic-wave coexistence of individual civilizations — closed societies, based on religion and the forms of its realization. The problem of global modernization, the transformation of society and the prospects of social development is studied by scholars such as H. Bull [3], E. Giddens [4], J.

Kin [5], J. Rozenau [6], E. Toffler [7], M. Edwards [8], and others. However, it is necessary more clearly to define the theoretical foundations of the research problem — the peculiarities of public administration in the context of global challenges.

The purpose of the article — is the consideration of the theoretical foundations of public administration in the context of global challenges that can be the basis for decision making at the global and regional levels.

The statement of basic materials. Guy Peters and Jon Pierr in the book “Governance, Politics and the State” define that governance — is how society functions now, will operate in an increasingly complex world where states must interact more and influence other actors and institutions to achieve results.

To paraphrase Susan Strange's argument about the collapse of the state, the authors talk about “upward movement,” “downward movement” and “outward movement” within the governance process, in order to visualize challenges to national states, respectively, from transnational forces, subnational governments, non-governmental organizations and other components of civil society [9, p. 83–87].

They note that thinking in the concepts of binary positions “state-society” or “public-private” is archaic and constitutes a barrier for governance. Guy

Peters and Jon Pierre distinguish four governance structures: governance as a hierarchy, as a market, both as a network and as a community. Based primarily on literature on political economy and public policy, they argue that management through hierarchy, which is state administration, is giving way to other management structures in response to a series of different pressures. The arguments in favor of the new management point to a series of elements that lead to a shift from the states towards markets and, to a lesser extent, to networks. These elements include the “crisis” of public finances in most industrialized countries in the 1990’s, the collapse of attempts at state intervention in response to population expectations, globalization and social changes. Eliminating the distinction between public and private, the state and markets, the national level, and other levels of political institutions are simply presented as the effects of processes that seem to live their own lives [Ibid.].

According to G. Pocheptsov, “the complexity of the objects with which management is concerned is taking place. Today, we have complex objects for management, but we do not have adequate tools to work with them” [10].

P. Hirst describes the types of management, from the management of economic development, corporate governance and international regimes to the kind that he calls “social management through negotiations” [11, p. 18]. What distinguishes these different embodiments of managerial types from each other is the desire to manage without politics in the form in which it was determined in the modern era, namely without the struggle for power, medi-

ated, formalized or permitted by the political power of the state. What distinguishes these different embodiments of managerial types from each other is the desire to manage without politics in the form in which it was determined in the modern era, namely, without the struggle for power, mediated, formalized or permitted by the political power of the state.

R. Falk is building his model of human management on the achievements of the business sector in the international arena. In his view, business forums contribute to the growth of the number of leading world economic institutions, such as the International Monetary Fund and the World Trade Organization, which provide an “arena for discussion and recommendations for the shaping of global politics” [12, p. 215]. The R. Falk’s model is based on cooperation between the public and business sectors in the form of world assemblies that could solve various global problems by ignoring the rhetoric of illegitimacy.

A brave proposal, of course, is subject to criticism. The following arguments are put forward against it: 1) the business sector is a rational agent, who seeks to maximize its profits in a competitive market, while public organizations, trade unions and other associations are more inclined to “political sentiment”, 2) business sector — a private part in the state, separated from it, but in our state it is highly politicized and selective today. In addition, the election of global charges (as an example, the model of the European Parliament) entails enormous consequences: even if this assembly is truly reliable and represents the elite of the society,

this does not automatically mean that it will be flawless [13].

According to D. Achibugi, in today's world, global meetings should only serve as an advisory role on the world arena, but not a function of legislative power, because this excludes the possibility of abuse of power. In addition, the meeting will focus only on the most important or urgent issues, such as climate change, poverty, hunger, health, trafficking, labor migration, trade rules, humanitarian assistance, etc.

However, taking in to account only a few issues that seem the most relevant means to leave people ignorant of certain issues and give into the mercy of oppressive regime in terms of human rights protection. "Disadvantaged", as D. Achibugi calls them, migrants and all other groups should benefit the novelty for the global civil society, because these people remained outside the system only because their problems are not global in nature [14, p. 11]. Thus, a global civil society must appear in any form as an inhomogeneous organism, which is a composition of the set of mini-organisms that are forming as a global world of ideas, beliefs, ideas, ideals and thoughts of citizens. This is a promising plan of world order. But the global civil society is not a plan itself; it is a part of a major restructuring of the international system and the world order.

The population that lives in a certain territory is a permanent community that is territorially defined and provides some form of public and private spheres that are dominant over vast areas of social life. The relevant community is constantly changing, and individuals are not limited to the

only form of membership. Rather, "networks", which form the basis for many management-related arguments, are volatile, flexible and mobile [15, p. 139]. There is also the idea that individuals belong to many different communities that are quite possible to come into conflict with each other.

Modern civilization theories convince that in the modern world vanquish classical ideologies, and economic, ideological contradictions gradually lose meaning and influence on public policy. Cultural values and identities play an increasingly important role in the modern world. Actually, human history itself does not start from the birth of man as a biological being, but from the moment of man's sense of time, immersing it into the world of common-value basis of life, in the very life of man and whole civilizations in time-values.

This constant focus on self-improvement, self-reliance, self-affirmation becomes the meaning of life in general. Each civilization, according to A. Toynbee, passes the stages of genesis, growth, fragmentation and decomposition, the emergence and fall of universal states, world churches. The main conclusions of the theory of A. Toynbee should be recognized: firstly, the genesis of civilizations requires the efforts of more than one race; secondly, the state is always an element of a larger system — a society and arises only after the appearance of society

That is why the limits of civilization are always wider both in space and in time, than any national states, state-cities or political unions; thirdly, no civilization covers the whole of humanity and the entire Earth; fourthly, none

of the civilizations is “the best one”, and although they are forced to interact with each other, their full merger into the “unity of civilizations” is impossible [16].

Under these conditions, according to Z. Bzezinsky, “the possibility of global anarchy is inevitable and real” [17, p. 195]. The theory of civilizations of political development was obtained in studies by S. Huntington. The American political scientist argues that in the modern world, the main criterion for differences between people is their cultural affiliation with a particular civilization, or identity, consisting of linguistic, ethnic, historical, religious, institutional elements.

The scientist also questions the widespread belief that trade, investment, communication, etc., create the preconditions for the formation of a single civilization. On the contrary, he argues that “people define their identity with what they are not”, namely, than people know the world more, than more they feel their own uniqueness and try to protect it [18].

Three centuries later, the influence of Western civilization in world politics, according to S. Huntington, led to erroneous conclusions about the universality and exclusive “correctness” of Western values for all mankind. Attempts to impose on humanity the culture of Western civilization and the way of organization of society led in some countries to confront civilizations, to reject another culture of civilization and self isolation; in others, there is a Westernization or assimilation process according to the western, European model in some countries before modernization, namely, the modernization of the

values of the country while preserving own national and cultural uniqueness.

They went in the nineteenth century by the way of rejection. China and Japan, self-isolation was characteristic of the twentieth century for the USSR. Now it is clear that such way in the conditions of globalization is false and leads to a lag in all life indicators. Westernization implies the abandonment of entire strata of local culture that are incompatible with democratic values. Turkey has precisely used this way since 1920, based on the initiative of K. Ataturk, radical cultural reforms were carried out up to the abandonment of the classical Arabic alphabet.

On the way to unconditional Westernization there is a threat of structural breakdown crises and disintegration, which show the countries of Latin America and Africa, “where decades and centuries of European principles and standards of lifestyle were unviable, and where there was a need to revive the usual social institutions and norms to ensure the viability of societies” [19, p. 26]. Analysis of changes of the structural elements of consciousness in the process of socio-historical development allowed determining their influence on the civil society and socio-power relations at the modern global stage of development of the civilization.

Modernization (or trying to combine fundamental values, achievement of own culture with Western technologies and practices) is the most successful development strategy of the 21st century. Implementation of the modernization in Japan, South Korea, Singapore, Malaysia and other countries has allowed not only to rapidly narrow the economic gap (for Japan — even to

become one of the world's economic leaders), but also to shift the military-political and demographic balance in its favor.

The Civilization theory explains the peculiarities of political processes in independent Ukraine, which initially proclaimed the course for modernization. After all, in Ukraine (S. Huntington in his work devotes considerable attention to Ukraine as a "split country"), the breakdown of civilizations, which was initiated by the Brest Union in 1596. About four centuries, the Right Bank of Ukraine existed as a member of European states, absorbed the state-management traditions of Western civilization based on Catholic and Protestant religious values. At the same time, the state-management traditions of the Left-Bank Ukraine adopted the principles of the collectivist ethics of the Orthodox civilization. This difference in civilizations did not manifest itself during the period of Stalin totalitarianism and Brezhnev's authoritarianism, but it naturally appeared during the time of an independent democratic Ukraine.

However, it would be very simplistic to explain the split of Ukrainian society with only unscrupulous politicians and the "black piar" of political technologists. The root of the problem is much deeper. It has been understood by Western philosophers and analysts long time ago, but it still does not want to be seen by the majority of the political elite [20].

The modern world space, trends in its development and management, largely determined by the growing role of global civil society and the world community in the adoption of important national and international deci-

sions. These trends are gaining particular relevance in Ukraine that is located "at the epicenter of the planetary economic crisis, under the progressive press the national crisis is getting deeper" [21, p. 3].

Authorities, in the process of historical development, used various resources and methods of influence on people. Today, the fundamental issues in science acquire the fundamental questions of human nature, in particular the study of psychological differences, the study of archetypal structural elements of consciousness, the direction of consciousness development, the manipulation of consciousness and the formation of value systems for use in political science, sociology, psychology and public administration.

An objective political process that led to the destruction of the foundations of civil society was the approval of a biopolitical paradigm. As a result of this, in the political discourse the notion of "people" was ostracized by the notion of "population". The phenomenon of biopolitics is closely linked with the present situation of man. Philosophers and anthropologists increasingly pay attention to the fact that biotechnology interferes in human nature and change it radically.

In modern philosophy and political science, they are often referred to the understanding of biopolitics that we encounter in the works of M. Foucault. According to him, biopolitics is a combination of political means of influence on the biological origin of man and control of him/her in order to realize certain political and social interests. Biopolitics reaches the essence of sovereign power that has important

privileges such as the right of life and death.

In the work “Will for Truth” M. Foucault pays attention to the fact that power is the power over life. “Never the wars have been as bloody as now since the XIX century, and never before, on other equal terms, the ruling regimes did not produce such mass massacres in relation to their own peoples” [22, p. 240].

“The wars are not conducted anymore in the name of the sovereign, which must be protected, they are now conducted in the name of all; whole peoples are trampling with each other, they kill each other in the name of the need to live. The fighters have become vital. Many regimes succeeded in launching of so many wars, forcing them to kill many people based on the role of controlling life and survival, bodies and descendants” [ibid., p. 240–241]. The power becomes the biopower, when it begins to manage health, fertility, hygiene, sexuality, etc. [23, p. 13].

The question of hidden mechanisms of manipulation of consciousness is widely discussed during the political, ideological, methodological and legal discussions that take place in the context of the revival of eugenics – the science of controlling human heredity [24].

Attempts to influence the person by genetic engineering were made during the “Cold War”, in the 1960s of the twentieth century, when the USSR and USA have developed a genetic or ethnic weapon. The problem of biotechnology has recently been interested for the American political scientist F. Fukuyama and the German philosopher and sociologist Y. Habermas, who talk

about the need for a “liberal eugenics” that can only be developed in a society of liberal democracy.

Archetypes, discovered by K. Jung, are the key to understand the socio-cultural values and peculiarities of people. The important science topic is the study of archetypal structural elements of consciousness and the formation of value systems for use in public administration. Since archetypal images in modern conditions are means of managing people, the curiosity about the issue of archetypes among scientists in the field of public administration and society is increasing.

The archetypal structural elements of consciousness are a concentrated expression of various parameters of the social life of people for millennia. Thus, the Spanish scientist H. Ortega-Gasset believed that “power means domination of thoughts and views” [25, p. 117]. At the same time, it is interpreted as the ability of agents of power to embody or impose certain political decisions through dominance.

Among contemporary scholars appeared the idea that the nature of power is a mystery of real, not stylized self-confidence that is capable of creating a special aura, plunging into which one decisively governs (rule), and others selflessly obey, following any orders [26, p. 4], or “the ability and opportunity to exercise their will, to have a decisive influence on the activities, behavior of people” [27, p. 87]. Namely, dominance and subjugation are rooted in the human nature, in archetypal structural elements of human consciousness.

There is developing of new technologies of power and transformation of power-management relations. “The

political field, — notes L. Herasin, — suddenly lost energy, which provided the opportunity to rule and willingness to obedience”. An unusual situation of semantic vacuum has developed in the power relations [28, p. 4]. That is, in a global society, political power is not the embodiment of the highest necessity.

L. Furth puts forward the theory of “Presumed government” and proposes a way of fighting it the two-component phenomenon — acceleration and complication, which together creates a threat to coordinated governance. The various departments of the Cabinet of Ministers, in particular the Ministry of Defense, have internal planning systems that are close to the intended management. Such systems are not available at the national level.

As a result of this, the government is increasingly limited to resolving large-scale crises and loses its ability to shape a policy that allows for future planning. At the national level, there is no mechanism to bring predictability and policy closer to effective relations [29, p. 31]. Lack of systematic worsens the ability of the government to think and act strategically and threatens national security.

The changes are conditioned by the globalization of society, led to the creation of a new theory of public administration that involves expanding of the circle of decision-makers. “Governance” and “Good governance” are understood as “institutions through which citizens and groups express their interests, exercise legitimate rights, perform duties, and balance between differences” [30, p. 54].

Modernity is characterized by the will of the society to be virtual, with

virtualization not only of the society, but also a generated personality in this society. The Internet serves as a mean to transform and manage the individual, the society, in general. Management in the systems of virtual mass communication in the information society goes to the level of democratic relations; therefore the Internet is often called the “vector of democratization” and even the “zone of anarchy”.

With the help of new forms of social-power interactions, citizens can express their position on various issues, including issues of management and self-organization. The network can become a “virtual parliament”. Communication in the net equates the participants and it is its democratic nature.

The availability of information, of course, makes our civic responsibilities more meaningful and revives democracy [31]. The main function of “democracy” in the context of globalization — the alienation of society from the state, its expansion to “global civil society” and the advancement of the global governance.

D. Achibuti sets out his arguments in favor of global citizenship leadership, despite the lack of democracy. The deficit of democracy is understood as the lack of legitimacy due to the low turnout in the elections. The European Union (EU) presented its model at the global level as an example for replication, but the lack of legitimacy in the perception of citizens creates serious obstacles to the institutional development of this international entity.

The global civil society is a reality because of four reasons: 1) it is, for J. Scholte, “supraterritorial” [32, p. 8] — interterritorial organization of citizens,

based on universal moral principles; 2) acts on the basis of the principle of equality at the supranational level, this is the main rule in the international arena and does not apply to domestic policy; 3) it allows expanding of the social geography [ibid., p. 9], without violating the territorial boundaries of national states; 4) it is based on the philosophy of cosmopolitanism, accepts the fact that human diversity that exists within and between communities, which extends the boundaries, ultimately is accessible to a wide circle of mankind [33].

O. Matei convinces that the idea of the global civil society is based on the combination of two basic elements of cosmopolitanism — moral universalism and institutional building. So, the global civil society is the result of cosmopolitan philosophical thought. Today, it can be created without reorganizing the current international system, preserving its cosmopolitan character. More precisely, according to O. Matei, a universal civil society is an ideal system of civic participation and governance.

An important element of the evolution of liberal democracy in the Modern era was the process by which a citizen began to be defined as a constituent part of the political community with appropriate definitions of rights and duties related to citizenship. This process can be defined as constitutionalism. The development of the state is the integral part in this period.

The classic work about constitutionalism is the work of M. D. C. Weil, “Constitutionalism and the separation of powers”, which formulates a fundamental goals, the search of ways in

which the power is placed in a certain place in order to be under control and citizens would have the access to it [34].

However, management-related examples obviously cannot meet the order, the problem of constitutionalization of management lies in the fact that it is completely unclear in what form it will or can be organized at the supra-state level.

The purpose of a global civil society is not to restrict the role of the state, but to increase the responsibility of political institutions. It is a democratic alternative to globalization “from the bottom” as a response to globalization “from above”. Like society, it is unthinkable without a relationship with the state [35, p. 55].

Together with the expansion of the sphere of influence of civil society and strengthening of its status as the main subject of institutionalization of changes in the modern society at the stage of its transition to postmodernity, there is globalization of the processes of institutionalization [36, p. 93].

According to E. Giddens, on the basis of mass symbolic interaction and general information culture, a global social system arises, while the predominant national state goes back to the past [37].

Indeed, many modern theorists have opinion that global civil society is a democratic alternative to globalization “from the bottom” as a response to globalization “from above”. At the same time, V. Stepanenko points out that “it is impossible not to notice the peculiar projection of the traditional disposition of civil society — a state that would be transferred to the world level in the relationship the global society (global

polity) — global governance. Thus, the global civil society is seen as a normative ideal of justice and democratic participation” [38, p. 162].

Conclusions. The foregoing serves as a sufficient basis for the conclusion that globalization changes the understanding of the concept of “governance”, the epicenter of politics has no more territorial affiliation, because of symmetry between territorial borders and political power collapses.

The driving forces of the modernization of the global governance process are the large private business represented by transnational corporations and the global civil society. Cultural values and identities play an increasingly important role in the modern world.

The population that lives in a certain territory presents a permanent community, united based on territory, and defines the public, private, social spheres of life. Therefore, the public policy of territorial associations should be aimed at ensuring the order in the society, harmonization and implementation of various social interests and the achievement of public consent. To improve the quality of public policy is developing strategy that defines the main goals of the community.

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Vakulenko Volodymyr Mykolaiovych,
Candidate of Sciences of Public Administration, Associate Professor, Head of the Department of Regional Administration, Local Self-Government and Urban Management of the National Academy of Public Administration under the President of Ukraine, Ukraine, 03057, Kyiv, 20, Str. Eugene Pottier, tel.: (050) 352 44 94, e-mail: vtvakulenko@gmail.com

ORCID: 0000-0002-7097-6944

Вакуленко Володимир Миколайович,
кандидат наук з державного управління, доцент, завідувач кафедри регіонального управління, місцевого самоврядування та управління містом Національної академії державного управління при Президенті України, 03057, м. Київ, вул. Ежена Пот'є, 20, тел.: (050) 352 44 94, e-mail: vtvakulenko@gmail.com

ORCID: 0000-0002-7097-6944

Вакуленко Владимир Николаевич,
кандидат наук государственного управления, доцент, заведующий кафедрой регионального управления, местного самоуправления и управления городом Национальной академии государственного управления при Президенте Украины, 03057, г. Киев, ул. Ежена Потье, 20, тел.: (050) 352 44 94, e-mail: vtvakulenko@gmail.com

ORCID: 0000-0002-7097-6944



“GREEN” ECONOMY IN THE PUBLIC ADMINISTRATION MECHANISM OF SUSTAINABLE DEVELOPMENT OF REGIONS OF UKRAINE

Abstract. The research substantiate the functional role of the “green” economy at the present stage of regional development as a mechanism capable of ensuring the implementation of the transition to a sustainable ecological and economic development of territories by balancing the various dynamics of a number of regional environments; It is established that the essential feature soft he “green” economy that are capable of ensuring that the specified function of the mechanism of state governance for the sustainable development of the region are fulfilled are the following: efficient use of natural resources, conservation and increase of natural cap-

ital, reduction of pollution, low carbon missions, prevention of loss of ecosystem services and Biodiversity, income growth hand employment. It is specified that the “green” economy involves increasing the value of natural goods and services, energy efficiency, and orientation towards social needs of the population. A new model of the regional economy will provide great opportunities for rational consumption of energy, land, forest and water resources, while welfare and quality of life of the population will increase. It is proved that the regions should act as initiators of the transition from technological development to a new “green” course, as they have a certain autonomy and initiative in ensuring regional ecological and economic policy. In order to successfully promote the concept of a “green” economy in Ukraine, it is necessary to look for instruments for the transition to it with in a specific region. Formation of a new way of development of Ukraine is possible only with the participation of all regions of the state, by consolidating their efforts. One of the ways of realizing the model of consolidated “green” territorial development is the intensification of cooperation processes, interpreted much wider than the cooperation of territorial communities – its actors should be more powerful formations, which today exist in the form of administrative districts.

Keywords: state regional policy, public administration mechanism, sustainable development, “green” economy.

“ЗЕЛЕНА” ЕКОНОМІКА У МЕХАНІЗМІ ДЕРЖАВНОГО УПРАВЛІННЯ СТАЛИМ РОЗВИТКОМ РЕГІОНІВ УКРАЇНИ

Анотація. Обґрунтовано функціональну роль “зеленої” економіки на сучасному етапі регіонального розвитку, як механізму, що спроможний забезпечити реалізацію переходу до моделі сталого еколого-економічного розвитку територій шляхом збалансування різних динамік ряду середовищ регіону. Встановлено, що суттєвими рисами “зеленої” економіки, які спроможні забезпечити виконання нею вказаної функції механізму державного управління сталим розвитком регіону, є: ефективне використання природних ресурсів, збереження та збільшення природного капіталу, зменшення забруднення, низькі вуглецеві викиди, запобігання втрати екосистемних послуг і біорізноманіття, зростання доходів і зайнятості. Уточнено, що “зелена” економіка передбачає підвищення цінності природних благ і послуг, енергоефективність, орієнтацію на соціальні потреби населення. Нова модель регіональної економіки буде надавати великі можливості для раціонального споживання енергетичних, земельних, лісових, водних ресурсів, при цьому буде покращуватись добробут і якість життя населення. Доведено, що суб’єктами ініціювання та здійснення переходу від техногенного економічного розвитку до нового “зеленого” курсу мають виступати регіони, оскільки володіють певною самостійністю і ініціативністю в забезпеченні регіональної еколого-економічної політики. Для успішного просування концепції “зеленої” економіки в Україні необхідний пошук інструментів переходу до неї в межах конкретного регіону. Формування нового шляху розвитку України можливе лише за участі всіх регіонів

держави, шляхом консолідації їх зусиль. Одним із шляхів реалізації моделі консолідованого “зеленого” територіального розвитку вбачається активізація процесів співробітництва, витлумаченого значно ширше, ніж співробітництво територіальних громад — суб’єктами його мають виступати більш потужні утворення, які сьогодні існують у формі адміністративних районів.

Ключові слова: державна регіональна політика, механізм державного управління, сталий розвиток, “зелена” економіка.

“ЗЕЛЕНАЯ” ЭКОНОМИКА В МЕХАНИЗМЕ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ УСТОЙЧИВЫМ РАЗВИТИЕМ РЕГИОНОВ УКРАИНЫ

Аннотация. Обосновано функциональную роль “зеленой” экономики на современном этапе регионального развития, как механизма, который способен обеспечить реализацию перехода к модели устойчивого эколого-экономического развития территорий путем сбалансирования различных динамик ряда сред региона. Установлено, что существенными чертами “зеленой” экономики, которые способны обеспечить выполнение ею указанной функции механизма государственного управления устойчивым развитием региона, являются: эффективное использование природных ресурсов, сохранение и увеличение природного капитала, уменьшение загрязнения, низкие углеродные выбросы, предотвращение потери экосистемных услуг и биоразнообразия, рост доходов и занятости. Уточнено, что “зеленая” экономика предполагает повышение ценности природных благ и услуг, энергоэффективность, ориентацию на социальные нужды населения. Новая модель региональной экономики будет предоставлять большие возможности для рационального потребления энергетических, земельных, лесных, водных ресурсов, при этом будет повышаться благосостояние и качество жизни населения. Доказано, что субъектами инициирования и осуществления перехода от техногенного экономического развития к новому “зеленому” курсу должны выступать регионы, так как обладают определенной самостоятельностью и инициативностью в обеспечении региональной эколого-экономической политики. Для успешного продвижения концепции “зеленой” экономики в Украине необходим поиск инструментов перехода к ней в пределах конкретного региона. Формирование нового пути развития Украины возможно только при участии всех регионов страны, путем консолидации их усилий. Одним из путей реализации модели консолидированного “зеленого” территориального развития является активизация процессов сотрудничества, понимаемого значительно шире, чем сотрудничество территориальных общин — субъектами его должны выступать более мощные образования, которые сегодня существуют в форме административных районов.

Ключевые слова: государственная региональная политика, механизм государственного управления, устойчивое развитие, “зеленая” экономика.

Target setting. As noted in the State Strategy for Regional Development, “For today, the development of Ukraine and its regions is influenced by the geopolitical and internal challenges of growing openness of the economy, requires changes in the approaches to the strategic development of the regions of Ukraine and the definition of the goals of the state policy of regional development for the future” [1]. At the same time, the powerful processes of European integration, which continue in Ukraine, when implementing the state regional policy prompt to take into account the fact that at the state and interstate levels, efforts to develop a new model of economic development have intensified. Considerable attention, especially from foreign experts, is devoted to the development of the renewed concept of environmentally safe and socially fair economic growth through the gradual formation on the basis of structural reforms of a new type of economy [2].

It should be noted that in Ukraine, the opportunities of the “green” economy at the regional level are not realized (we are talking about the concentration of resources, the use of natural potential, etc.), scientifically grounded approaches in this direction are practically absent, excluding individual works. Considering the significance of such a phenomenon as the “green” economy for the processes of ensuring sustainable regional development, we consider it expedient to investigate its specificity and potential in terms of the science of Public Management and Administration.

Analysis of basic research and publication. The problem of the “green

economy” is partly studied in the writings of domestic and foreign scientists, mainly economists and environmentalists. It is worth pointing out the fundamental works of O. V. Baluieva [3], B. V. Burkinsky and T. P. Galushkina [4], V. G. Potapenko [5] and other scientists. They have developed a powerful layer of research devoted to specific aspects of the green economy – national security, green business, and the like. At the same time, the issue of the essential properties of the “green” economy in the context of sustainable ecological and economic development of the regions has not yet been the subject of special research.

The purpose of the article is to substantiate the essential characteristics of the “green” economy in the mechanism of state management of sustainable development of the regions of Ukraine.

The statement of basic materials. Let’s consider the possible influence of the “green” economy on achieving sustainable ecological and economic development of the regions. It should be noted that in the State Strategy of Regional Development the main principles of state regional policy are “lean and efficient use of energy, material, natural and other resources to meet the needs of the current generation, taking into account the interests of future generations”, which directly demonstrates the construction of a state regional policy taking into account the principle of sustainable development. At the same time, the same document speaks of “an increase in technological and environmental risks, an increase in the level of energy intensity and material intensity of production” [1]. Thus, there is a scientific and practical task of

searching for tools for the transition of regional development management in the immediate implementation of the principles of sustainable development. This factor, which will allow the introduction of sustainable development, is, in our opinion, a “green” economy.

At the current time, the generally recognized definition of a “green” economy has not been worked out either by domestic or foreign experts from public administration. One of the first fundamental studies focused on the problems of a “green” economy was the work of famous English economists D. Pierce, A. Markand, E. Barbieri “Green Economy Project” [6]. The concept of “green” growth since 2008 begins to be involved in the conceptual documents and terminology of international organizations as a key term for the further development of mankind and individual countries. In international documents, the terms “green” economy, “green” industry, “green” markets, “green” employment and other terms with the adjective “green” are beginning to be widely used. Popular in scientific and practical circles is the theme associated with “green” innovations, which mean new technologies with minimal impact on the environment [7].

In the treatment of “green” growth, S. Bobylev identifies two approaches:

- in the framework of a broad approach, the need to ecologize virtually the entire economy and the entire socio-economic development is considered;
- with a narrow approach, we mean the development of only those industries and activities that are directly related to the environmentalization of the economy, the development of “green”

markets at the global and national levels [8].

In our opinion, the approach deserves attention, according to which it is necessary to single out the third approach, besides the national and sectoral, regional. After all, it is known that the regions are characterized by the relative closeness of a number of subsystems (for example, the State Strategy of Regional Development points out the need to “ensure the sustainable development of water supply and sanitation systems” [1]). In addition, decentralization processes at the regional level include the implementation of key specific life-support functions. Therefore, in the future we will proceed from the need to introduce a “green” economy primarily in terms of regional policy.

The problem of “green economy” is considered in Ukrainian science, mainly in the framework of economy, geography, ecology. The works of O. Baluieva are significant works in which she proposed scientific and methodological approaches to the formation of the organizational and legal basis for “green building”, developed a conceptual national model for the development of the “green economy” [3]. From the point of view of B. V. Burkinsky and T. P. Galushkina, the development of a “green” (ecologically-oriented) economy is a modern paradigm of transformational shifts in Ukraine [4]. S. I. Doroguntzov examines the problems of environmental protection in the context of globalization challenges, using the imperative of a “green” economy [9]. V. G. Potapenko developed theoretical-methodological, scientific-methodical and practical bases, formed the concept of transformation of the nature management sys-

tem of Ukraine within the framework of the green economy as a new stage in the development of environmental and economic relations and a spatially-sectoral paradigm, the main element of which is the mechanism for implementing the principles of sustainable development, ensuring the harmonization of criteria for economic efficiency, social stability and environmental security. Mentioned author has perfected the essential component of the concept of “green” economics”, which is proposed to be interpreted as an economy, based on the conditions of sustainable development, which is carried out by means of ecological transformation (“greening”) of industries and the formation of new “green” sectors of the economy based on the forecast of the formation of the sixth innovation wave of “green” technologies in the context of the evolution of economic structures [5]. The organizational and economic scenario of ensuring the system-wide ecologization of regional development with adherence to the principles of market regulation and self-regulation of regional economic systems was developed by A. V. Yatskov [10].

It is believed that the theory of the “green” economy is based on three precepts: it is impossible to infinitely expand the sphere of influence in a limited space; you cannot demand the satisfaction of infinitely growing needs in the conditions of limited resources; everything on the Earth’s surface is interconnected [11].

The concept of the “green” economy involves solving various crises: financial, economic, food, climate, fuel, water, as well as the crisis of biological diversity. The strategy of the Eu-

ropean Community’s transition to a “green” economy by 2050 indicates that such an economy should be identified with the system, integrates ecosystems (natural capital), the economy (physical capital) and society. In recent decades, economic growth has been achieved primarily through the use of natural resources. Humanity did not allow reserves to recover, but allowed ecosystems to degrade and disappear [12; 6].

The lack of interest in the “green” economy in the circle of researchers and, consequently, its uncertainty in strategic documents of state regional policy can lead to a delay in the path to sustainable, environmentally safe and socially responsible long-term development, with a corresponding decline in the well-being of present and future generations, and degradation of the regions.

The formation of a “green” economy implies the following actions that can be implemented within the framework of the state regional policy:

- improving the structure of taxes and payments that take into account negative environmental externalities due to environmental pollution, ineffective use of the region’s limited natural resources, etc.;
- improving the functioning of regional food markets as a prerequisite for the effective operation of price signals in order to reduce negative externalities and to stimulate innovation, including by creating interregional clusters;
- the use of regulatory tools, standards and other measures to neutralize information gaps, measurement gaps and behavioral errors as a complement to price signals;

- the development of a set of framework conditions for the formation of a “green” infrastructure of the regions, which is especially important for network infrastructure sectors;

- taking into account the role of technological progress in supporting “green” growth and sustainable development of the regions;

- the realization of regional social policy for obtaining synergetic effects and minimizing possible contradictions between social, economic and environmental goals, including revision of labor market policies towards a more “green” structure of the regional economy.

The basic conceptual document in the field of the “green” economy is UNEP publication “Towards a green economy: ways to sustainable development and eradicate poverty” [2]. The main provisions and conclusions of the report, which are important to take into account in the formation of the mechanism of public administration sustainable development of the region, is:

1. The recognition of the value of natural capital as a source of social welfare. Natural assets are important components of natural capital at the ecosystem level, incl. – regional.

2. The need to invest in natural capital. The inflow of investments in natural assets will improve the level and quality of life of people. To study the global effects of the transition of the world economy to the “green” rails, a simulation was conducted to analyze the impact on the macro-economy of an annual investment of 2 % of the world’s gross product in the coming decades for the purpose of “greening” the economy and for the purpose of normal development. Considering the significant potential

for the cost reduction and the importance of climate change issues in world politics, it was decided that about half of the investments in “green” technologies should be aimed at improving energy efficiency, in particular, in communal services, transport and industry, and on the development of alternative energy sources. The rest of the investment it is advisable to carry out the improvement of the utilization of industrial and household waste in public transport infrastructure. It should be pointed out the emergence of relevant trends in several regions of Ukraine.

3. Reducing inequality and overcoming poverty. A key feature of the “green” economy is the creation of equal opportunities for economic development and poverty reduction, which have not yet been eliminated without destroying the natural assets of both regions and the country as a whole.

4. Creature workplaces and ensuring social justice. The transition to a “green” economy will create as many workplaces as the “brown” economy. This conclusion is very relevant for individual regions of Ukraine, especially taking into account the trends of internal displacement of the population.

5. Use of energy sources and technologies with low carbon emissions. The energy sector produces 2/3 of greenhouse gas emissions. The current energy system is based on fossil fuels and leads to climate change. “Greening” the energy sector requires a shift from investments in carbon-based energy sources to investments in the clean energy, as well as the increased energy efficiency. It should be emphasized the existence of a number of state programs that promote the develop-

ment of “green” energy in the regions of Ukraine.

6. The efficient use of resources and energy. The main task, when a society begins to live in conditions of limited resources and carbon emissions, is to completely eliminate the dependence of economic growth on the consumption of materials and energy resources. For Ukraine, this problem is aggravated by the external aggression and the need to protect sovereignty.

The concept of “green” growth emphasize the importance of integrating environmental and economic regional policies in order to identify new potential sources of economic growth without creating “unstable” loads on the quantity and quality of natural resources. The transition to a green economy requires a wide range of measures, including economic instruments (taxes, subsidies, emissions trading schemes), government regulation (standard setting), and non-economic measures (voluntary initiatives, provision of information), which are collectively reflected in the documents of the state regional policy.

The main principles of the “green” economy, which should be implemented in the management of regional development in the context of the implementation of the mechanism for public management of sustainable development of the region are the following:

- Equality and justice both within a single generation, and between generations;
- Compliance with the principles of sustainable regional development;
- Application of the precautionary principle with respect to potential impacts on society and the environment of the region;

- Adequate consideration of natural and social regional capital;

- Sustainable and efficient use of regional resources, consumption and production;

- Contribution to the achievement of the existing macroeconomic goals through the creation of “green” workplaces, eradicating poverty, increasing competitiveness and ensuring growth in the sectors of the regional economy.

The problem of environmental protection occupies an important place in ensuring the economic stability of the state. At present, active development and implementation of resource-saving technologies in regions are necessary to ensure national environmental safety.

In the materials of the United Nations Economic Commission for Europe and the Declaration on Low- and Non-waste Technology and Reutilization and Recycling of Wastes, adopted in Geneva, Switzerland in 1979. Such technologies are defined as the practical application of knowledge, methods and means to ensure, within the framework of human needs, the most rational use of natural resources and protect the environment. In this way, the use of low-waste technologies contributes to the solution of the task of forming not only effective and rational use of natural raw materials and products of its processing, but also solving problems of protecting the environment from various types of pollution and waste. The main directions of development of non-waste technologies that should be implemented in the processes of implementing state regional policy are:

1. The creation of drainless technological systems for various purposes, based on existing and prospective

methods of purification and re-sequential use of normatively treated effluents.

2. The development and introduction of regional systems for the processing of industrial wastes and solid domestic wastes as sources of secondary material resources.

3. The development of technological processes for obtaining traditional for a particular region types of products in fundamentally new ways, in which the maximum possible transfer of matter and energy to the finished product is achieved.

4. The development and creation of territorial-industrial complexes with as a complete closed structure of material flows and production wastes within them.

The importance of resource efficiency is a consequence of the above principle of sustainable and efficient use of resources, consumption and production. The European Environment Agency (EEA) in 2011 prepared a report "Europe's environment – (An Assessment of Assessments)" [13], the priority theme of which is the "green" economy. The report noted that the transition to a "green" economy depends on the solution of two equally important tasks:

- The maintenance of the structure and functions of ecosystems (the ability of ecosystems to self-repair)
- The development of approaches that allows to reduce the use of resources in production and consumption, as well as to reduce the corresponding impact on the environment (resource efficiency)

In a more concrete sense, the resource efficiency involves ensuring the desired increase in production with lower human, natural and financial

resources. The formation of a "green" regional economy involves the modernization of the production and technological apparatus in the areas of the modern economy of the region and the application of innovative management approaches and is an essential stimulus for the development of innovation processes in regional development in different sectors.

In recent years, the term low-carbon-economy has been widely used. In the world this direction over the past few years has developed rapidly. So, in 2014, the share of renewable energy in the world's electricity production reached 9 %. Among individual countries, it should be noted Germany, which for several years reached a share of 28 % [14]. The indicator of mutual influence, which tends to zero, the decrease in the rates and volumes of exchange of resources and energy between systems is evidence of the realization of the system's striving for equilibrium. This principle of system theory can be fully applied to regional systems and interactions between them. Thus, the need for large volumes of oil and gas will significantly decrease. B. M. Porfiriev in his scientific studies substantiates the relationship between the "green" growth of the economy and the development of alternative energy [15]. There is a need to develop incentive measures to intensify the establishment of renewable energy in the regions of Ukraine.

It should be noted that for the management of regional development, the concept of a "green" economy does not replace the concept of sustainable development. The achievement of sustainability is almost entirely dependent on the formation of a "correct econo-

my” [2]. According to A.A. Ignatieva, the “green” economy is a practical approach to achieve sustainable development [16].

At the international level, when discussing economic development strategies, the attention is focused on the permissible degree of government intervention in the economy. Most of specialists and organizations associated with the theme of the “green” economy, note that the role of the state is key in eliminating the imbalance caused by the free market and previous experience in regulating the economy. The state should create all conditions and opportunities for business and society with a view to transition to “greening” the regional economy.

The main tasks of the state regional policy in this aspect, which is implemented through the appropriate mechanism of public administration of sustainable development, should be:

- The modification of national accounts systems for the integration of environmental, social and economic indicators in assessing the progress of each region and performing a comparative analysis of their dynamics;

- Reforming the tax policy by changing the tax regime, eliminating “dirty” subsidies, implementing a “green” policy of public procurement, and directly supporting the “green” sectors in each region;

- The development of regional infrastructure, including public transport;

- The development of long-term strategies and spatial planning through adequate and appropriate development models.

The growth of incomes and employment in the green economy is ensured

through public and private investments aimed at increasing the energy efficiency, reducing the negative consequences of economic activity and increasing the species diversity and productivity of the biosphere in the interests of the entire population, especially the poorest of its strata. The society will have to abandon the consumer attitude to nature and increasingly engage in its reproduction. Progress in the “green” economy ceases to be simply a function of the extraction of mineral raw materials due to the closure of regional production cycles, that is, the dependence of the economy on external conditions decreases. The regional innovation activity, which guarantees the ecological safety of innovations, becomes a factor of primary importance. Scientific organizations and business circles should be guided by the search for all kinds of reserves, replacing the physical energy with knowledge. The state’s financial policy is designed, with the help of pricing, taxation and other mechanisms, to ensure the introduction and dissemination of “green” innovations in regional development processes.

When interpreting the concept of “sustainable ecological and economic development of the region” as “development, which is balanced in relation to the axis of realization of the current and future material and spiritual needs of the human regional community, “that is”, the realization of the human essence, there arises the task of finding mechanisms capable of correlating several speakers: 1) existing, the real dynamics of the ecological and economic environment of the region; 2) the optimal change in its characteristics; 3) the forecasted state of the region’s ecologi-

cal and economic development. In other words, we are talking about the formation of a toolkit that will allow balancing the dynamic characteristics of several environments that are in a state of permanent development and whose systems are in a state of interaction. It should be noted that for conventional data/designation OSI dynamic systems, vision interchange between matter and energy, has its principal properties which can be described as positive or negative for single/multiple media balance. Given that the present stage of development is characterized by significant consumption of resources/energy from the external environment, and as a peculiar exchange of systems, the system of “human community and its processes of existence” “drops the accumulated entropy” (L. Gumilyov), causing pollution of the environment.

This methodological approach makes it possible to narrow the above-mentioned range of searches to the development of anti-entropic mechanisms and approaches to reducing volumes and reducing the rate of interchange between the “environment-humanity” systems (the first option) and the conceptual change in the nature of such interchange, in which the “environment” would matter/energy, they can be used for existence and development (second option).

As the analysis demonstrates, the conceptual approach of the “green” regional economy “meets these requirements to the full, the main function of the economy is to ensure such a specific balance of a number of dynamic systems and processes occurring in the region and are determinative for the existence of the population that is usually cha-

racterized as “sustainable ecological and economic development of the region”.

To promote the concept of a “green” economy successfully in Ukraine, it is necessary to find tools for transition to it within a particular region. Formation of a new path of development of Ukraine is possible only with the participation of all regions of the country, by consolidating their efforts. One of the ways to implement the model of consolidated “green” territorial development is the activation of cooperation processes, understand much broader than the cooperation of territorial communities — its subjects should be more powerful entities that today exist in the form of administrative districts.

Prospects for further research are related to the study of theoretical and methodological foundations and the development of practical recommendations for the promotion of sustainable ecological and economic development of the region.

Conclusions. As a result of the study, the functional role of the “green” economy is *substantiated* at the present stage of regional development as a mechanism, it is able to ensure the implementation of the transition to a model of sustainable ecological and economic development of the territories by balancing various dynamics of a number of regional environments; *it has been established* that the essential features of the green economy that are able to ensure that it fulfills this function of the public administration mechanism for the sustainable development of the region are: the effective use of natural resources, the preservation and growth of natural capital, the reduction of pollution, low carbon emissions, the pre-

vention of loss of ecosystem services and biodiversity, income and employment growth. It is *clarified*, the “green” economy is in front of the natural value of natural goods and services, energy security, orientation on the social consumption of the population. The new model of the regional economy will be great for the rationalization of energetic, land, forest, water resources, with the help of which the good and the life of the population. *It has been proved* that regions should act as subjects of initiation and the implementation of the transition from technogenic economic development to a new “green” course, since they have a certain independence and initiative in providing the regional environmental and economic policy.

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UDC: 336:352

Vasylieva Nataliia Victorivna,
Doctor of Science in Public Administration, associate professor, professor of Regional Administration, Local Self-Government and Urban Management Department, National Academy for Public Administration under the President of Ukraine, 03057, Kyiv, 20, Str. Ezhena Pottier., tel: (067) 765 14 69, email: vasilyeva.nadu@gmail.com

ORCID: 0000-0003-4678-4333

Васильєва Наталія Вікторівна,
доктор наук з державного управління, доцент, професор кафедри регіонального управління, місцевого самоврядування та управління містом Національної академії державного управління при Президентові України, 03057, м. Київ, вул. Ежена Поттьє, 20, тел.: (067) 765 14 69; email: vasilyeva.nadu@gmail.com

ORCID: 0000-0003-4678-4333

Васильєва Наталія Вікторівна,

доктор наук по государственному управлению, доцент, профессор кафедры регионального управления, местного самоуправления и управления городом Национальной академии государственного управления при Президенте Украины, 03057, г. Киев, ул. Эжена Поттьє, 20, тел.: (067) 765 14 69; email: vasilyeva.nadu@gmail.com

ORCID: 0000-0003-4678-4333

METHODOLOGICAL BASIS FOR INTRODUCTION OF THE BUDGET FOCUSED ON RESULT

Abstract. In article the attention is focused that in recent years in Ukraine there were fundamental changes of system of local government, especially regarding formation of local budgets and creation of the amalgamated territorial communities. Introduction of the programmeperformande budgeting in amalgamated territorial communities is aimed at providing transparency and implementation of an assessment of activity of participants of the budgetary process concerning achievement of goals and performance of tasks, increase in control levelof results of the budgetary programs implementation and carrying out the analysis of the reasons of their inefficient performance; streamlining of the organizing the activitiesby accurate differentiation of responsibility for implementation of each budgetary program between all participants of the budgetary process; improvement

of quality of development of the budgetary policy, efficiency of distribution and use of budgetary funds.

Keywords: local budget, gender budget, programme performande budgeting, medium-term budgeting, budget programmes, amalgamated territorial communities.

МЕТОДОЛОГІЧНІ ЗАСАДИ ЗАПРОВАДЖЕННЯ БЮДЖЕТУ, ОРІЄНТОВАНОГО НА РЕЗУЛЬТАТ

Анотація. Акцентовано увагу на тому, що в останні роки в Україні відбулись фундаментальні зміни системи місцевого самоврядування, особливо в частині формування місцевих бюджетів та утворення нового потужного суб'єкта місцевого самоврядування — об'єднаних територіальних громад. Запровадження програмно-цільового методу в бюджетному процесі в об'єднаних територіальних громадах спрямоване на забезпечення прозорості й здійснення оцінки діяльності учасників бюджетного процесу щодо досягнення поставлених цілей і виконання завдань, підвищення рівня контролю за результатами виконання бюджетних програм і проведення аналізу причин неефективного їх виконання; упорядкування організації діяльності шляхом чіткого розмежування відповідальності за реалізацію кожної бюджетної програми між всіма учасниками бюджетного процесу; підвищення якості розроблення бюджетної політики, ефективності розподілу і використання бюджетних коштів.

Ключові слова: місцевий бюджет, гендерно-орієнтований бюджет, програмно-цільовий метод, середньострокове бюджетування, бюджетні програми, об'єднані територіальні громади.

МЕТОДОЛОГИЧЕСКИЕ ОСНОВЫ ВНЕДРЕНИЯ БЮДЖЕТА, ОРИЕНТИРОВАННОГО НА РЕЗУЛЬТАТ

Аннотация. Основное внимание уделяется тому, что в последние годы в Украине произошли коренные изменения в системе местного самоуправления, особенно в отношении формирования местных бюджетов и создания интегрированных территориальных сообществ. Внедрение програмно-целевого метода в бюджетный процесс в объединенных территориальных сообществах направлено на обеспечение прозрачности и оценки деятельности участников бюджетного процесса по достижению поставленных целей и выполнению задач, повышению уровня контроля по результатам выполнения бюджетных программ и анализа причин их неэффективности; упорядочение организации деятельности путем розграничения ответственности за выполнение каждой бюджетной программы между всеми участниками бюджетного процесса; улучшение качества разработки бюджетной политики, эффективности распределения и использования бюджетных средств.

Ключевые слова: местный бюджет, гендерно-ориентированный бюджет, програмно-целевой метод, среднесрочное бюджетирование, бюджетные программы, объединенные территориальные сообщества.

Target setting. With adoption of laws of Ukraine “Onvoluntary amalgamation of territorial communities” and “On cooperation of territorial communities” the local government gets new opportunities for the further development [1]. In recent years in Ukraine there were fundamental changes of local government system, especially regarding formation of local budgets and formation of a new strong subject of local government – the amalgamated territorial communities (ATC). New ATC have received quite considerable financial resources, their budgets became comparable to budgets of the city of regionsubordinance, and the state support of infrastructure development of such communities has given an impulse to creation in rural territories of new opportunities for receiving full services by people from local government which they have been deprived earlier [2, p. 5].

Since 2017 the Programme Performande Budgeting (PPB) is applied to budgets which have direct relationship with the state budget (including ATC). It gives the chance to analyse efficiency of use of funds through comparison of the received results with expected (planned), and to compare the purpose on which funds are raised, with the end results from implementation of the project. Introduction of medium-term budget planning is one of a component of Strategy of reforming of a control system of public finances for 2017–2021. In particular, use of limited resources of the budget is provided for rendering the most effective and high-quality public services by strengthening of responsibility of the main managers of budget-

ary funds for results of activity in the respective spheres.

Analysis of recent research and publications. Separate provisions on introduction of the budget focused on result are stated in works [1–2, 4–7], however some questions demand the separate analysis and that is what this article is about.

The purpose of the article. To investigate methodological bases of introduction of the budget focused on result in the conditions of carrying out reform of decentralization.

The statement of basic materials. The idea of PPB consists in focusing not only on budget opportunities (the existing resources), but also on their most effective use for the purpose of obtaining concrete results. PPB is result of the applications of technologies of planning and the analysis used in private business [2, p. 39]. Introduction of PPB in particular in ATC is directed on: ensuring transparency and implementation of an assessment of activity of participants of the budgetary process concerning achievement of goals and performance of tasks, increase in level of control of results of implementation of the budgetary programs and carrying out the analysis of the reasons of their inefficient performance; streamlining of the organizing the activities by accurate differentiation of responsibility for implementation of each budgetary program between all participants of the budgetary process; improvement of quality of development of the budgetary policy, efficiency of distribution and use of budgetary funds [3].

Executive bodies of the relevant local councils make and approve the

forecast of the local budget for the following after the planned two budgetary periods respectively to expected and program documents of economic and social development of the respective territory, the state target programs which is based on the forecast of the State budget of Ukraine for the following after the planned two budgetary periods. Indicators of the draft of the local budget for the budgetary period coming after planned are based on indicative expected indicators of the local budget on the following after the planned two budgetary periods. According to the budgetary programs which provide implementation of investment projects within several years including those that are carried out with attraction of the credits (loans) by the state from the foreign states, banks and international financial institutions, and are defined by the decision on the local budget, the executive body of the relevant local council takes measures concerning priority of budgetary funds for the next budgetary period in the draft decision on the local budget for continuation of such investment projects taking into account need of their stage-by-stage end and commissioning of the corresponding objects.

The delay with application of PPB at the local level has such negative lines [4, p. 8]:

1) rendering of services on a competitive basis doesn't develop because the analysis of efficiency a ratio of cost of services to the sum of the means used on their granting isn't carried out;

2) a main goal of financing in the conditions of the operating approach

to planning of local budgets is the maintenance of network of budgetary institutions, developed historically, without efficiency of their functioning;

3) in the conditions of rigid limitation of budgetary funds proportional reduction of financing of budgetary institutions is made regardless of how effectively or inefficiently providing services by them;

4) managers don't have sufficient information for an assessment of satisfaction level of service recipient, availability of services, establishment of priorities and refusal of inefficient services or change of a way of their granting.

We will note that the policy of gender equality is an important factor of global development and fundamental human right. Underestimation of influence of the budget on women and men would lead to a result which contradicts the objectives, to make impossible achievement of certain economic indicators, in particular the economic growth, labor employment and etc. [5, p. 9].

Gender Budgeting represents (GB) administrative technology elaboration of target strategy for ensuring equitable distribution of resources for the benefit of various social groups of the population. Realization of GB is connected with an opportunity to change budgets and policy of the state towards bigger gender equality, in particular, gives an opportunity [5, p. 10–11]:

- to improve quality of services for the population at the expense of the direction of the budgetary expenses on the specific consumer;

- to increase efficiency of policies implementation and to provide the big accountability of governmental bodies;

- to improve laws and policies for the purpose of overcoming of the existing gender problems;

- to increase rates of economic development of territories taking into account more effective use of the available resources;

- to reduce gender inequality and to give an impetus to development of gender-sensitive policy;

- to increase knowledge and influence of the public (in particular women) on decision-making in the budgetary process;

- to carry out monitoring of achievement of political goals and statements relative to gender equality.

The gender budgetary analysis is an analysis of the programs financed from the budget and an assessment of as far as their actions satisfy needs of various groups of women and men. Recommendations about improvement of programs (actions) which are financed from the budget, budgetary and sectoral policies through the prism of gender approach (impact on various groups of women and men) are result. To the main steps of carrying out the gender analysis belong [5, p. 8]:

1. Definition of gender problems in branch – the analysis of position of various groups of women and men to which the specific program belongs; definition of the main target groups of the program, establishment of their situation and opportunities.

2. Data collection (basic data about programs that are analyzed) – defini-

tion of main data on the program, its purpose, tasks, the main beneficiaries, performers and the size of expenses.

3. Carrying out the gender analysis of activity (actions, services) – researches of the main actions of the program, clarification of their influence on gender equality in area.

4. Carrying out the gender analysis of structure of expenses of the budget – an assessment of distribution of budgetary funds between various groups of women and men – beneficiaries of the program.

5. Target formation and recommendations on strengthening of gender equality on the program (actions, services) – development of recommendations on achievement of gender equality within the program.

In the course of approbation of GB in [6, p. 10, 89]:

- 2015 the Ministry of Social Policy of Ukraine, the Ministry of Youth and Sports of Ukraine, and also Ivano-Frankivsk (the western region), Zhytomyr (northern), Kharkiv (east), Kherson (southern) regions and Kyiv (the central region) were determined as pilot which became centers of the appropriate clusters;

- 2016 the Ministry of Education and Science of Ukraine, the Ministry of Health of Ukraine, the Dnipropetrovsk, Zakarpatska, Zaporizhia, Kyiv, Kirovohrad, Mykolaiv, Cherkassy and Chernivtsi regions were connected to process. All regions work within one-two of four branches: educations (Zakarpatska, Kherson, Chernivtsi regions, Kyiv); health protection (Ivano-Frankivsk, Kyiv, Cherkassy regions, Kyiv); social protection and social security (Zhytomyr,

Dnipropetrovsk, Zaporizhia regions); youth policy and physical culture and sport (Kirovohrad, Mykolaiv, Kharkiv regions);

- 2017 Vinnytsia, Lviv, Poltava, Sumy, Ternopil and Khmelnytskyi regions join in.

It has been found that during selection of regions the purpose was broad coverage of all territory of the country (taking into account a geographical location and a social and economic condition of development of the territory) to provide the most effective implementation of the planned actions and to promote distribution of GB in other regions of the country. Introduction of this management method by budgetary funds will allow to increase efficiency and transparency of the budgetary expenses and to reduce gender gaps in any sphere.

By means of the gender analysis, factors, characteristic of women and men, are investigated: types of activity, living conditions, needs, access to resources and services of the socio-humanistic sphere, control over resources, all interrelations and other factors in a wide social, economic, political and ecological context.

Opportunity belongs to advantages of GB at the level of ATC:

- to improve quality of services for the population at the expense of the direction of the budgetary expenses to the specific consumer;

- to increase efficiency of realization of policy of ATC development through overcoming the existing gender problems and to provide the bigger accountability of local governments;

- to increase rates of social and economic development of a territorial

community taking into account more effective use of the available resources;

- to raise the awareness and influence of the public, in particular women, on decision-making in the budgetary process;

- to carry out monitoring of achievement of political goals and statements regarding gender equality.

Introduction of GB impact on formation of the balanced budget because it combines two processes not connected among themselves: ensuring gender equality (protection of the rights of each person) and managements of local finance (technical process of distribution of financial resources, including and through the budget). The local budget created thus considers needs of all consumers: women and men, boys and girls of different social groups, and also guarantees them the equal rights and opportunities at the expense of budgetary funds in the course of realization state and regional politics.

“Gender effects” from implementation of the budgetary programmes [5, p. 57–59]:

1) social – are defined as the social benefits received by various target groups of recipients of the benefits both directly, and indirectly not only in short but also in the long-term perspective;

2) distributive – show how redistribution of the benefits and the income is carried out for the benefit of those gender groups for which state improvement the specific program is implemented;

3) institutional viability – the gender analysis of stability and efficiency of bodies and structures which operate the program, and also the analysis of

stability of the environment in which the program has to be carried out;

4) economic — is estimated validity of volume of expenses on implementation of the program and financing of priorities of gender equality, proceeding from limited budgetary resources.

Gender audit of city space: “Arrangement of children’s playgrounds”. Budgeting of projects on arrangement of ATCby playgrounds are gender and neutral from the point of view of needs of boys and girls, however from the point of view of satisfying the requirements of a family with children — gender and discrimination. In budgets for a playgrounds construction there are no expenses on the accounting of needs of parents of children of preschool age. Adults must necessarily accompany children up to 7 years therefore the set of the playground has to include benches for parents. In the conditions of limited budgetary resources, the accounting of interests of parents it is possible to carry out by attraction of additional resources. The children's playground has to cover category of children up to 12 years, and the gender analysis of programs of improvement has found “a gender blindness” to girls of category 12+ through budgeting of projects on a construction of the athletic fields focused mainly on children. So, to projects on arrangement of athletic fields it is necessary to include zones for active recreation of girls in categories 12+ [5, p. 57–59].

Medium-term forecasting is entered with the purpose [7, p. 51]:

- introduction of accurate priorities in the sphere of local expenses;
- providing opportunities of initiation of budgetary policy changes and

mechanisms of control of their realization;

- improvement of the resources distribution directed to strategic priorities both between branches and in separate branches;

- increase in responsibility of the main budget holder regarding effective and rational use of resources (including by introduction of financial restrictions);

- strengthening of the general budgetary control.

The questions of the approval of social and economic and cultural development programs of the corresponding administrative and territorial units, target programs concerning local government are within the exclusive competence of village, settlement, city councils and are decided at the plenary sessions of the relevant councils. The budgetary programs and programs (target, social and economic development and so forth) which are approved by local council, isn't same.

The executive of the budgetary programs in the course of their performance provides target and effective use of budgetary funds during all term of implementation of the appropriate budgetary programs within certain budget settings. The budgetary program is set of the actions directed to achievement of the uniform purpose, tasks, the expected result which definition and the realization are enabled by the manager of budgetary funds according to the functions put for him. The passport of the budgetary program — the document defining the purpose, tasks, the directions of use of budgetary funds, executives, performance indicators and other character-

istics of the budgetary program according to the budget setting established by the decision on the local budget.

Performance indicators of the budgetary program are used for an assessment of the budgetary program efficiency and include quantitative and quality indicators which define result of implementation of the budgetary program, characterize the course of its realization, extent of a goal achievement and performance of tasks of the budgetary program. At all stages of the budgetary process its participants within their powers carry out an assessment of the budgetary programs efficiency, providing measures for monitoring, the analysis and control of target and effective use of budgetary funds. The assessment of efficiency is carried out on the basis of the analysis of their performance indicators, the other information which is contained in the budgetary requests, estimates, passports of the budgetary programs, reports on implementation of estimates and reports on implementation of passports of the budgetary programs.

Conclusions. Thus, it is possible to note that in the conditions of the modern period local governments of again created integrated communities should know and understand the nature of local finance, understand the mechanism of their functioning, be able to analyze the processes and the phenomena connected with formation, distribution and use of monetary funds, see those forms, methods and means by which it is possible to use most fully local finance as one of instruments of effective influence on all processes of social and economic development of the community [7, p. 4].

On the basis of priorities of a community, forecasts of receipts in the budget, and also proceeding from individual strategic plans of the main budget holders, medium-term forecasts of expenses are formed. This process is called medium-term forecasting (planning). The open and transparent disposal of budgetary funds is a necessary prerequisite of confidential and effective relationship of local governments both with citizens, and with business, domestic and foreign investors and creditors, other target groups.

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Diegtiar Oleg Andreevych,

Doctor of Science in Public Administration, associate professor of the Department of Management and Administration, O.M.Beketov National University of Urban Economy in Kharkiv, Ukraine, 61002, Kharkiv, 17, Str. Marshal Bazhanov, tel.: (095) 772 19 57, e-mail: ODegtyar@i.ua

ORCID: 0000-0002-2051-3298

Дегтяр Олег Андрійович,

доктор наук з державного управління, доцент кафедри менеджменту та адміністрування, Харківський національний університет міського господарства ім. О. М. Бекетова, Україна, 61002, м. Харків, вул. Маршала Бажанова, 17, тел.: (095) 772 19 57, e-mail: ODegtyar@i.ua

ORCID: 0000-0002-2051-3298

Дегтяр Олег Андреевич,

доктор наук по государственному управлению, доцент кафедры менеджмента и администрирования, Харьковский национальный университет городского хозяйства им. А. Н. Бекетова, Украина, 61002, г. Харьков, ул. Маршала Бажанова, 17, тел.: (095) 772 19 57, e-mail: ODegtyar@i.ua

ORCID: 0000-0002-2051-3298

Vavrenyuk Sergey Anatolievich,

PhD in Public Administration, lecturer of the Department of pyrotechnic and special training, National University of Civil Defense of Ukraine, Ukraine, 61023, Kharkiv, Str. Chernyshevskaya, 94, tel.: (057) 700 31 71, e-mail: nuczu@mns.gov.ua

ORCID: 0000-0002-6396-9906

Вавренюк Сергій Анатолійович,

кандидат наук з державного управління, викладач кафедри піротехнічної та спеціальної підготовки, Національний університет цивільного захисту України, 61023, м. Харків, вул. Чернишевська, 94, тел.: (057) 700 31 71, e-mail: nuczu@mns.gov.ua

ORCID: 0000-0002-6396-9906

Вавренюк Сергей Анатольевич,

кандидат наук по государственному управлению, преподаватель кафедры пиротехнической и специальной подготовки, Национальный университет гражданской защиты Украины, 61023, г. Харьков, ул. Чернышевская, 94, тел.: (057) 700 31 71, e-mail: nuczu@mns.gov.ua

ORCID: 0000-0002-6396-9906



STRATEGIC APPROACHES IN PUBLIC ADMINISTRATION BY THE DEVELOPMENT OF PHYSICAL CULTURE AND SPORTS FOR THE STUDENTS OF HIGHER EDUCATIONAL ESTABLISHMENTS

Abstract. The analysis and generalization of the preparedness of the forming system for the development of physical culture of students in higher educational institutions of Ukraine with regard to regional features were conducted, the model of students' preparedness for the development of physical culture was improved.

Keywords: physical culture, sportization of physical activity, the model of students' preparedness, physical preparedness, sport oriented technologies, health state, wellness learning technologies, multicriteria approach.

СТРАТЕГІЧНІ ПІДХОДИ В ДЕРЖАВНОМУ УПРАВЛІННІ РОЗВИТКОМ ФІЗИЧНОЇ КУЛЬТУРИ І СПОРТУ ДЛЯ СТУДЕНТІВ ВИЩИХ НАВЧАЛЬНИХ ЗАКЛАДІВ УКРАЇНИ

Анотація. Проаналізовано та узагальнено систему формування готовності до розвитку фізичної культури студентів у ВНЗ України з урахуванням регіональних особливостей. Удосконалено модель готовності студентів до розвитку фізичної культури.

Ключові слова: фізична культура, спортизація фізкультурної діяльності, модель готовності студентів, фізична підготовленість, спортивно-орієнтовані технології, стан здоров'я, оздоровчі технології навчання, багатокритерійний підхід.

СТРАТЕГИЧЕСКИЕ ПОДХОДЫ В ГОСУДАРСТВЕННОМ УПРАВЛЕНИИ РАЗВИТИЕМ ФИЗИЧЕСКОЙ КУЛЬТУРЫ И СПОРТА ДЛЯ СТУДЕНТОВ ВЫСШИХ УЧЕБНЫХ ЗАВЕДЕНИЙ УКРАИНЫ

Аннотация. Проанализировано и обобщено систему формирования готовности к развитию физической культуры студентов в вузах Украины с учетом региональных особенностей. Усовершенствовано модель готовности студентов к развитию физической культуры.

Ключевые слова: физическая культура, спортизация физкультурной деятельности, модель готовности студентов, физическая подготовленность, спортивно-ориентированные технологии, состояние здоровья, оздоровительные технологии обучения, многокритериальный подход.

Target setting. Analysis of scientific-methodical literature and generalization of advanced experience of the departments of physical education

of higher educational institutions of Ukraine reflects the crisis of the discipline "Physical culture", which occurred in the 90-ies. Sportization of physical activity in educational institutions is one of the directions for addressing these challenges. The modern system of sports training is an extremely complex social phenomenon. Planning is one of the most important aspects, which provides systematicity and purposefulness of management process. Education technology was developed in order to implement the preparedness of the forming system for the development of physical culture of students in higher educational institutions of Ukraine from a regional perspective. The structure of preparedness for the development of physical culture among students in higher educational institutions of Ukraine is a multicomponent model. Multicriteria approach is one of the fundamental principles of innovative education, including in the sphere of physical culture. This approach is one of the promising ones in solving problems of preparedness forming for the development of physical culture among students in higher educational institutions of Ukraine.

Analysis of recent researches and publications. S. M. Dombrovska, V. H. Ariefiev, M. D. Zubalii, T. Iu. Krutsevych, A. S. Kuts, R. T. Raievskiyi, S. M. Sinhaievskiyi, B. M. Shyian, A. D. Dubohai and others devoted their studies to the improvement and development of the system of physical education of student youth.

However, the existence of these studies, the obtained results and the developed scientific-methodical recommendations according to formulated

directions can be used to solve priority contemporary problems of management of the industry, namely, to increase the effectiveness of public authorities in development of physical culture and sports. At the same time, systematic analysis of available sources indicates their general or narrow professional nature. In addition, the theoretical foundations of public administration of physical culture and sport in higher education for student youth are treated episodically, without an integrated approach that leads to a lack of evidence-based conclusions, recommendations and proposals which should contribute to the qualitative solving of industry development tasks.

The purpose of the article. To analyze and predict the long-term model of specialists' training in physical culture and sport in higher educational institution.

The statement of basic materials. Sport oriented technologies play an important role in the educational process. Analysis of scientific-methodical literature and generalization of advanced experience of the departments of physical education of higher educational institutions of Ukraine reflects the crisis of the discipline "Physical culture", which occurred in the 90-ies. These trends were identified by our research. This has resulted into the reduction of motivation to regular physical training and sports, physical fitness of students and level of health. The alarming situation required making science-based changes and additions to the existing basic curriculum for physical education in higher educational institutions of Ukraine through the development of innovative techniques, which form a

stable motivation to learning activities and regular physical activity.

Sportization of physical activity in educational institutions is one of the directions in solving these problems. Sports, which completes the value of physical culture, has always been a powerful social phenomenon based on which interests, motives, needs for physical training are formed, and wide involvement of knowledge-based sports technology, as it was proven in professional sports, improves the efficiency of the movement conditions.

The modern system of sports training is an extremely complex social phenomenon. The use of various personal patterns should be considered in the training process. Thus, some principles of sports training are formed: increasing load, continuous training, periodicity and cyclicity, systematicity, visibility, accessibility.

In the last decade, there is a situation in education which shows that traditional forms of education and training model cannot meet the needs of educational services, usually concentrated in big cities.

This motivated the widespread use in scientific research in the field of physical culture and sports, that resulted in innovative developments of computer science, qualimetry, involving at the same high-tech hardware, high performance computing and information technology.

Planning is one of the most important aspects, which provides systematic and targeted management process. Given the subject of our research, we will talk about social planning, which refers to a scientifically based framework of objectives, indicators, tasks of deve-

lopment of specific areas and the basic means and methods to achieve them [1, p. 79]. The process of state management of physical culture and sport development is impossible without planning, which due to the time aspect, the level of structural and functional coverage, scope and targets can be divided into following categories: current, prospective, medium and long term, indicative, directive, strategic.

In order to implement the system of preparedness forming developed by us for the development of physical culture of students in higher educational institutions of Ukraine, taking into account regional peculiarities, the technology of learning was designed based on the integration of problem-modular, sports-oriented, informational and wellness technologies, integrated quality control of the educational process.

Its main principles are as following:

- conversion of sport oriented learning technologies, which have proven themselves in high performance sport in a training process, taking into account the demands, needs and capabilities (level of health) of students when choosing sports, modern wellness and movement systems, which are of the most importance in the aspect of physical self-development of a person;
- implementation of wellness learning technologies based on diseases which are typical for different areas of Ukraine;
- integration of sports and wellness technologies, which allow to effectively implement the principle of wellness orientation in the training activities of students and to enhance training technology in sports by the means of

wellness and rehabilitation methods of physical culture;

- integration of theory, history and methodology of various forms of physical culture in the educational process of “Physical culture” discipline;

- the principle of priority of regional socio-cultural and bio-social factors of preparedness for the development of physical culture;

- the principle of intensification of the educational process which is implemented through various forms of education using information technology, scientific and research activities of teachers and students;

- the principle of the personality priority in the educational which process is implemented through providing the most comfortable psychological and pedagogical conditions of educational activities (modern logistics support of physical culture and sports facilities, highly qualified teaching staff), application of relevant educational technologies training tailored to requests and needs of students in the sphere of physical culture, formation of subject-subject relations.

Developing new integration technology of preparedness forming for the development of physical culture of students in higher educational institutions of Ukraine, we relied on the advantages of integrated teaching systems, which include: compaction or concentration of learning material, learning duplication elimination; the elimination of congestion, saving of teaching time; integration of multiple academic subjects; strengthening motivation for cognitive activities; the dynamism of the integration process, due to the development of science.

Representation of the concept of “health” in modern society, and significant systematic deterioration of the population health of Ukraine gave grounds to consider the construction of the “Physical culture” discipline on the basis of paired laws of divergence and convergence. Divergence — is the expansion of the boundaries of the project situation to ensure a sufficiently wide and the most fruitful search of solutions space [2]. This process is used in research to generate many ideas. The purpose of the divergent approach is to restore the original version of the project, to identify the aspects that allow obtaining fundamentally new and at the same time implemented changes in the project. We want to mention the features of the divergence and convergence techniques in the aspect of creative problem solving. The following qualities are typical for the divergent approach: instability and vagueness of the objectives; temporary removal of restrictions; deferred judgments. The following qualities are typical for the convergent approach: narrowing search fields, the reduction of uncertainty, elimination of alternatives.

Based on the analysis of scientific-methodical literature and our own research, the model of students preparedness for the development of physical culture was developed; it has a modular component structure and includes: motivational target module; content module; operationally functional module; reflection module.

The first module — “Motivational target module” — is represented by these components: motivation for the subject; motivation for the competition activities; motivation for research

activities. The criterion for the motivation forming of to the subject activity is the attendance of lessons and elective course, that is the performance of the movement load by students. In accordance with state educational standards for physical education, the minimum amount of movement load is four hours per week for first and second courses, and two hours for senior courses [3, p. 79].

This amount of exercise gives supportive result. In order to obtain the target effect, which is one of the tasks of the discipline, an increased movement load is required – up to 8–12 hours per week, depending on the level of physical health of students, through the elective course. Motivation forming of the volume increase of an individual load is carried out on the basis of students' information receipt about movement kinds of sport, basic, rehabilitative, adaptive, recreational, physical education, health, physical development, functional state of the organism, physical fitness. Then we study the demands and needs of students in the field of physical culture. The requests are mapped to the possibilities of their implementation in higher educational institutions of Ukraine [4, p. 27]. Psychological and pedagogical conditions of the classes' organization for the selected students are created in accordance to the physical activity types. During the lessons the students learn to compare their health with the queries in the sphere of physical culture and real individual capabilities. This scheme allows students to define themselves in sports, modern movement and health systems, to generate interest to occupations within the subject activities.

Training sessions' construction on the principles of sports training and the competition method dominance (organization of competitions between groups, courses, faculties, and physical health monitoring) develops for students a need to increase the movement load to demonstrate the highest results in different competitions of various personal levels [5].

Within the research, students perform statistical processing of the results of educational achievements: filling in an individual information-analytical card of the student, processing the survey results, evaluation rating of the current and final academic performance of each student, training group, course, faculty. Under the guidance of teachers the data is analyzed, recommendations for the correction of one's educational achievements and improving the quality of the educational process are developed. The students; involvement (especially of students exempted from practical lessons due to their health) in various areas of the educational process of the department allows them to assert themselves, to be convinced of the importance of physical culture for the general and professional culture of personality forming, to begin interdisciplinary research in the areas of ecology, computer science and other sciences [6, p. 99].

The second module is "Content module". It includes the following components: cognitive awareness and individual style of educational activity. The evaluation criteria of cognitive awareness are formed with the results of history and theory of physical culture knowledge, methods of development of movement abilities and skills, health

basics for healthy life style forming and professional activities.

The third module is “Operationally functional module”, and it represents the components of movement skills (physical fitness and physical health) and physical health (physical development, functional state of body systems, diseases).

The fourth module – “Reflection module” – included the self-discovery position formation, self-improvement and self-development reflection in the sphere of physical culture, individual and social personality characteristics necessary for effective sports and fitness activities [7].

The process of preparedness forming for the development of physical culture in the course of training was divided into three stages.

At the first stage – self-determination – the first-year students in the process of medical-pedagogical control received information about health status, level of physical development, functional state of the body and physical fitness and health. Based on the information on the possibilities of choosing various sports and modern wellness and movement systems the students had the opportunity to determine the choice of movement activity. At this stage our task was to develop the students’ motivation to the subject.

The second stage – self-help – was focused on building an in-depth knowledge about sports and modern wellness and movement systems and acquiring practical skills in different types of physical culture. The motivation to the regular practice of the chosen type of movement activity was formed.

At the third stage – self-development:

- knowledge fundamentals on sports training, therapeutic and adaptive physical culture, ability to plan physical activity and control the physical condition in the process of their implementation and motivation for the competition activities were formed;

- the students received knowledge about the importance of physical culture in professional activity, the effect of exercise on the body, possibilities of disturbed functions’ correction by means of physical culture and ability to arrange preventive classes, taking into account the type of professional activity. At this stage physical activity and healthy lifestyles motivation forming was our task [8, p. 11].

The result of each stage of the students training should be the achievement of a particular purpose that satisfies the management principles well-known in the SMART theory: specificity, measurability, attainability, relevance, consistency over time.

Thus, increasing the motivational value of the students’ attitude towards physical culture and sports will be effective if the proposed curricula for physical education takes into account the demands and needs of students in the sphere of physical culture and sport, taking into consideration age, gender and socio-demographic characteristics. Priority of the sports oriented approach to organization of educational process in higher educational institutions of Ukraine will provide the continuity of the sport movement and remove contradictions between the request and implementation of it by the students in different types of sports activities.

The process of forming of steady necessity of physical improvement should be humanistic in form and personality oriented in content. The fact of human rejection of coercion its resistance is the important point. It develops stubbornness, unwillingness to follow for whatever reason. You can not possibly achieve positive results in any cultural need forming, including physical development if you ignore this axiom. Dialogism is one of the components of the personality-oriented approach; it means that the teacher and the student solve the task of improving knowledge, skills and abilities together. The teacher, who leads the dialogue, must have the relevant information of student's needs in the sphere of physical culture and sports. In this regard, the task is to determine the student's need of information about the needs and requirements in the sphere of physical culture and sport [9, p. 67].

Conclusions. Thus, the preparedness for the development of physical culture of students is the new qualitative characteristics of the individual formed in the process of physical education in higher educational institutions of Ukraine, which has a high level of competence, capacity for self-determination, self-improvement, self-development in the field of physical culture, is able to extract the relevant forming components in the process of self-development and professional development. The structure of preparedness for the development of physical culture among students in higher educational institutions of Ukraine is a multi-component model consisting of: motivational-target, content, operational-functional and reflexive modules.

Modern trends of science development in Ukraine are characterized by the change of thinking and learning styles paradigms, the changing nature of learning activities, learning technologies, the growing diversity of organizational forms of training, thus indicating the intensification of innovative processes in education. One of the fundamental principles of innovative education, including in the sphere of physical culture, is multicriteria approach which involves consideration of conflicting interests in a purposeful education system that connects the task of physical education forming, its philosophical and moral aspects in one, and allows to take into account national and regional specificities. This approach is the promising one in solving problems of preparedness forming for the development of physical culture among students in higher educational institutions of Ukraine because it opens the possibility of constructive reflection, integrated self-development and personality forming of an individual, who is ready for self-determination, self-improvement and self-development in the system of physical culture.

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Diegtiar Oleg Andreevych,

Doctor of Science in Public Administration, associate professor of the Department of Management and Administration, O.M.Beketov National University of Urban Economy in Kharkiv, Ukraine, 61002, Kharkiv, 17, Str. Marshal Bazhanov, tel.: (095) 772 19 57, e-mail: ODegtyar@i.ua

ORCID: 0000-0002-2051-3298

Дегтяр Олег Андрійович,

доктор наук з державного управління, доцент кафедри менеджменту та адміністрування, Харківський національний університет міського господарства ім. О. М. Бекетова, Україна, 61002, м. Харків, вул. Маршала Бажанова, 17, тел.: (095) 772 19 57, e-mail: ODegtyar@i.ua

ORCID: 0000-0002-2051-3298



Дегтяр Олег Андреевич,

доктор наук по государственному управлению, доцент кафедры менеджмента и администрирования, Харьковский национальный университет городского хозяйства им. А. Н. Бекетова, Украина, 61002, г. Харьков, ул. Маршала Бажанова, 17, тел.: (095) 772 19 57, e-mail: ODegtyar@i.ua

ORCID: 0000-0002-2051-3298

**Непомнящий Олександр Михайлович,
Oleksandr Mykhailovych,**

Doctor of science in Public Administration, Academician of Academy of building of Ukraine, Professor of the Department of Public Administration, Interregional Academy of Personnel Management, 03039, Kyiv, Str. Frometovskaya, 2, tel.: (044) 490 95 00, e-mail: n_a_m@ukr.net

ORCID: 0000-0002-5766-3150

Непомнящий Олександр Михайлович,

доктор наук з державного управління, академік Академії будівництва України, професор кафедри публічного адміністрування, Міжрегіональна Академія управління персоналом, 03039, м. Київ, вул. Фрометівська, 2, тел.: (044) 490 95 00, e-mail: n_a_m@ukr.net

ORCID: 0000-0002-5766-3150

Непомнящий Александр Михайлович,

доктор наук по государственному управлению, академик Академии строительства Украины, профессор кафедры публичного администрирования, Межрегиональная Акаде-

THE SPECIFICITY OF THE SOCIOLOGICAL APPROACH TO THE ANALYSIS OF PROFESSIONAL IDENTITY OF CIVIL SERVANTS

Abstract. The article investigates the specificity of sociological approach to the analysis of professional identity of civil servants. Defines the role of continuous education in the professional identity of public servants and the main indications of their competence.

Keywords: civil servants, professional identity, professionalism, motivation and competence.

СПЕЦИФІКА СОЦІОЛОГІЧНОГО ПІДХОДУ ДО АНАЛІЗУ ПРОФЕСІЙНОЇ ІДЕНТИЧНОСТІ ДЕРЖАВНИХ СЛУЖБОВЦІВ

Анотація. Досліджено специфіку соціологічного підходу до аналізу професійної ідентичності державних службовців. З'ясовано роль безперервної освіти у професійній ідентичності державних службовців та визначено головні ознаки їх компетенції.

Ключові слова: державні службовці, професійна ідентичність, професіоналізм, мотивація, компетенція.

СПЕЦИФИКА СОЦИОЛОГИЧЕСКОГО ПОДХОДА К АНАЛИЗУ ПРОФЕССИОНАЛЬНОЙ ИДЕНТИЧНОСТИ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ

Аннотация. Исследовано специфику социологического подхода к анализу профессиональной идентичности государственных служащих. Выявлена роль непрерывного образования в профессиональной идентичности государственных служащих и определены главные признаки их компетенции.

Ключевые слова: государственные служащие, профессиональная идентичность, профессионализм, мотивация, компетенция.

Target setting. To date, professional norms and values of civil servants are in a state of transformation, which entails the formation of conditions for chang-

ing the professional identity of actors. Awareness of the need to serve society requires a profound reorganization of the outlook and psychology of an offi-

cial. In the conditions of changing the model of social development, the formation of new economic, political and social relations, the public service makes a variety of requirements to the person of the civil servant and his professional development depending on the position occupied, the nature and content of the work performed by him.

The appointment of a civil service in a transforming modern society can be realized only if the civil servants accept the process of updating the professional identity, oriented on innovative ways of employees' activity. In this case, the result of professional identity should be a professional who has an innovative — thinking, capable of adequate and timely solution of complex tasks of social and innovative public administration. In this context, an appropriate reorientation of the content of continuing vocational education of civil servants, on the formation of the professional identity of civil servants of a modern, developed society is necessary.

Analysis of recent research and publications. The problems of the professional identity of civil servants, as well as various approaches to its analysis, are covered in the writings of many well-known Ukrainian and foreign scholars, in particular V. Arbenin [10], O. Bobrov [1], Zh. Virna [2], A. Gorbatiy [7], O. Gumenuk [3], G. Zinchenko [5], O. Ermolayeva [4], N. Lipovska [6], M. Malanchiy [6], A. Mudrik [2], N. Nichta [7], N. Roslyakova [8], V. Sinyavskiy [9], L. Sokuryanska [11] and the others. Despite its significance and urgency, the problem of the professional identity of civil servants remains theoretically poorly developed. There are different approaches to analysing

the professional identity of civil servants, but to date, there is no definite categorical apparatus; there is no single classification of factors and indicators that affect this process.

The purpose of this article is to study the specifics of the sociological approach to the analysis of the professional identity of civil servants and to provide suggestions for improving this process.

The statement of basic materials. Integrative indicator of the studied socio-professional group of civil servants is a professional identity — a sense of belonging to a socio-professional community.

The category “professional identity”, represents an integrative indicator of the studied socio-professional group of civil servants. Professional identity is a kind of social identity, while possessing all its features and characteristics necessary for its formation. At the same time, many scientists associate a professional identity with forms of self-perception, “I am”. At the heart of this point of view is the idea of individuality of the individual as a member of the community of people interacting in a single professional environment, possessing similar competencies [3, p. 147].

This kind of interpretation of professional identity is inherent in psychological, philosophical and sociological schools. Russian psychologist O. Bobrova gives a definition of professional identity through the understanding of the subject of belonging to a certain historical time with the help of a profession [1, p. 21]. E. Erickson considers professional identity as a mechanism of socialization of the individual, calling it the last stage of professional

self-determination, which occurs in the period of formation and is expressed in the acceptance of a model of behaviour based on the diffractive choice of values [11, p. 14].

Professional identity as an integral part of personal identity is interpreted by modern foreign psychologists F. Mirvis, D. Houl, [12, p. 31]. In their view, professional identity contributes to the successful adaptation of the individual to the outside world, including the professional environment. Professional identity is a dominant factor in a successful career. The formation of identity is achievable subject to the following requirements: mastering professional competencies, achieving professional competence, having a healthy interest in work, balance with the outside environment, etc. The level of its formation determines the unique way of professional formation of the subject as a professional.

In the model of professional identity N. Lipovska, which is based on the principles of a systematic approach, also takes place the correlation of the concept under study with multidimensional complex formations, which has a systemic structure and consists of a communicative, cognitive and regulatory subsystem [6, p. 55].

Sociological theories of identity research, based on the psychological definitions of the phenomenon under study, such as personality traits, spheres of self-awareness, the concepts of professional "I am", etc., extend this concept on the basis of the application of socio-cultural characteristics (ideas, norms, values, stereotypes of group and personality behaviour, social roles and statuses) and argue that the formation of a

professional identity takes place in the process of influence of the surrounding society. So, according to J. Winslet, this process depends on the circumstances and conditions of interaction with members of the professional community, in other words, "the external is refracted through the internal" [13, p. 132].

The idea of forming a professional identity on the basis of the relationship between the psychological characteristics of the subject and the social environment finds continuation in the theoretical positions of N. Lipovska, which argues, that professional identity or some kind of personality as a subject of social relations is formed under the influence of dual reality [6, p. 55]. Equally important is the social status obtained by the individual in the case of his inclusion in a particular professional activity, as well as the individual-psychological nature of the individual (personality orientation). Thus, the influence of the acquired status determines the nature of the powers acquired in the process of inclusion in the profession occupied by the level of the service hierarchy, the prestige of the profession, and the essence of the individual determines the motives for inclusion in this professional field, expectations from the profession and the possibility of their achievement, values benchmarks, norms and standards professional action, satisfaction with work. Depending on the quality of ownership, these elements form a certain type of professional identity.

As a result of the study of J. Virna, devoted to the social and professional identity of municipal servants, the following characteristics of the phenome-

non studied are the professional status, professional values, professional and personal qualities, the assessment of the content of work, self-identification, socio-professional status and prestige, socio-demographic features [2, p. 210].

The professional identity according to V. Sinyavsky, represents the cognitive-emotional and active unity of the members of the labour group. Professional identity is formed not only on the basis of analogy with the professional sphere in which the group is occupied, but also on the proximity of organizational goals realized by each member of this community, their value orientations, norms of professional behaviour, expressed in the domination of a certain collective role atmosphere [9, p. 71].

There are a number of researchers who adhere to the idea that a professional identity is formed only with the absolute mastering of the profession. For example, E. Ermolaeva believes that the content of professional identity is the consistent harmonization of the basic elements of the professional process [4, p. 157]. In our opinion, it is not entirely correct to talk about professional identity solely in the context of full professional mastery. The development of knowledge, the adoption of norms and values, the awareness of oneself in a professional environment, the recognition of the society of the personality belonging to a particular professional community – a long process of phased professional identification, the result of which is the formation of professionalism. Standards, values, rules and traditions of a professional group act as a regulator of human behaviour in the process of professional identification. Thus, it should be emphasized that

in the process of identity formation, not only the level of human experience in the profession is important, but its internal awareness that it is a “civil servant”, “teacher”, “doctor”, “police officer”, etc.

Professional identity of civil servants is a multidimensional integrative socio-psychological phenomenon, capable of providing the subject of the studied socio-professional group the integrity, identity, unity and determinism. Professional identity can be transformed in the process of professional training based on the mechanisms of self-awareness, self-determination, individualization, self-organization and provided by reflection. Professional identity is the process of integration of different types of identity of professional reality, with the main role played by personal and social identity [11, p. 141].

The evolution of the professional identity of civil servants is a continuous process. The development of professional identity contributes to the growth of professionalism, in the formation of which a special place takes the process of updating existing knowledge and obtaining new ones. Thus, continuous education plays a huge role in the process of forming the professional identity of civil servants.

The study of the practice of continuous education of civil servants and the prospects for its development is based on the methodological principles of a competent approach in education characterized by the transition from an educational paradigm based on the transfer of knowledge to creating conditions for the formation of the totality of competencies necessary for professional development.

The peculiarities of the professional competencies of civil servants are explained by the specifics of public administration, with its inherent high level of responsibility for the management decisions made on the scale of the state, their social significance. The main features of the civil servant's competencies are personal and professional skills, abilities and knowledge in various spheres: from general legal competence to the knowledge of the specialized field of activity, value systems and orientation.

The reflection of the essential meaning of the civil service as a professional activity is the principle of professionalism. Definition of professionalism in the context of civil service is provided by Zh. Virna – the highest level of psycho-physiological, psychic and personality changes that occur in the process of long-term human performance of official duties, providing a qualitatively new, more effective level of solving complex professional problems in special conditions [2, p. 101].

The most important feature of professionalism is the socio-professional identity, which is the complete identification of a person with a professional community, the adoption of its value-role guidelines and rules of conduct, development and transfer of knowledge, skills and abilities in the chosen social environment.

In order to develop the professionalism of a civil servant, a continuous qualitative updating of his knowledge, skills and abilities (i.e. professional competences), which is intended to provide continuous vocational education [6, p. 54].

The essence of continuous education is the permanent process of human

development throughout its active life. The basis of the continuity of education is the continuous development of knowledge, skills and abilities of the individual, giving each person the opportunity to build an individual program of education [10, p. 21]. The system of continuous education represents an integrated structure of means, ways, methods of development of personality, activity, professional competences of a civil servant in a network of educational institutions and in the process of self-education.

Based on opinion of N. Roslyakova [8], we believe that the continuing vocational education of civil servants is an organizational learning process based on the principles of systematicity, integrity, which accompanies all professional activities of employees, enabling everyone to find, update and deepen the cognitive component of professional identity, invaluable for qualitative realization of the assigned powers and responsibilities. In this case, the economic entity is given the right to choose one or another educational trajectory, which helps to meet its needs for development, including reflects the educational needs of today's society and guarantees the uniform development of socio-professional identity. In this formulation of continuous education, its essence is revealed as a mechanism for the professional identification of civil servants.

The current stage of development of society is characterized by a change in the professional identity of civil servants. This fact is due to the condition, that civil servants must meet the new requirements of the modern society, to perform the regulatory function, using

innovative methods of management in their activities. To carry out their professional activity at a new level, civil servants should continuously improve their professionalism by including in the process of continuous professional education. The application of the received knowledge in practice contributes to the formation of a positive professional identity of civil servants.

Positive professional identity is characterized by subordination of the individual's life to a common good, and, ultimately, contributes to the development of social processes. Thus, the positive professional identity of the civil servant will be achieved in the case of assimilation and realization of the basic social value of the profession of a civil servant – service to the population in the interests of social development [7, p. 266].

The negative professional identity of civil servants, in contrast to the positive, has negative consequences for society. In the first place, this type of identity is characterized by professional deformation and anomaly.

The study of professional anomalies deals with the work of G. Zinchenko [5], which defines them as dysfunction and deviation of behaviour in the civil service. The researcher identifies such anomalies in the civil service: focus on material well-being (thirst for profit), irresponsible attitude to own professional work, disunity of professional actions and needs of the population, corruption, discretion of administrative-legal norms, duplication of functions and, as a consequence, insulting staffing, bureaucracy, etc.

Classifications of professional anomalies are also devoted to the work of

N. Nichta, A. Gorbatiy, which characterizes them in groups depending on the level of social interactions in the civil service. On this basis, they determine the following types of anomalies characteristic of the civil service of Ukraine today:

- metasytem anomalies – deviations found in the process of relations between civil servants and civil society, resulting in a low level of social self-organization;

- systemic anomalies that manifest themselves in the mixing of the purposes of the civil service, in the division of the structure and functions of the service, in the disagreement of the models of subordination and coordination of structural elements of the civil service system, in social violations, etc.;

- Local, or in other words, behavioural abnormalities are based on deviations in the behaviour of the employee and their small informal groups from the norms and rules permissible in official activities [7, p. 266].

Signs of this kind are social indifference, conservatism, formalism, procrastination, low zeal, conformism or conflict, abuse of office in personal selfish ends, betrayal of service interests, etc.

The mentioned types of professional anomalies are interdependent, which is explained by the fact that the consequences of local anomalies lead to general disturbance in social and managerial relations, and, in turn, the consequences of metasytem anomalies lead to dysfunction of the civil service and deviant behaviour of state civil servants.

Thus, anomalies and deformations of the civil service lead to the formation of a negative professional identity of an

official who loses the main purpose of professional activity-service to society.

As part of our study, the professional identity of civil servants is understood as a complex combination of identification processes, the main of which are: self-identification of a person as a civil servant, identification with a professional group, as well as the process of external identification of a civil servant by the public, expressed in public opinion.

Social-professional identity includes external and internal components. Internal identity (self-identification) is the result of an employee's awareness of belonging to his social-professional group, self-identification with it, the adoption of norms and rules of corporate culture and the desire (reluctance) of them to follow. Also, the internal social-professional identity should include the idea of a civil servant on how his socio-professional group is perceived by the population and what status it occupies in the socio-professional social structure. The external social-professional identity reflects the public opinion about the profession and its carriers and is based not only on the objective characteristics of the social-professional group of civil servants (number, gender-age, educational and qualification structure, income, etc.), but also on their sub-various assessments from different groups of the population.

The external and internal components of the socio-professional identity are interconnected and affect each other, identifying the contradictions of this process.

For a more detailed consideration of the professional identity of civil ser-

vants, it is necessary to analyse the factors of its formation. The factor in the formation of professional identity, in our opinion, is the dynamic force of this process, which promotes the creation of the necessary mental relations and an associative line in the direction "I am a profession" [3, p. 131], by inducing and influencing certain aspects of this perception.

Among the objective factors of the formation of professional identity, which can not be publicly influenced by a public servant, one can distinguish the following: the situation in society and the state as a whole; civil service system as a regulated institution; peculiarities of corporate culture in the professional environment; income level; socio-demographic features of the country and the region, etc. Objective factors of professional identity can be defined as the sphere of professional environment, the activity in which the employee is embedded in the process of identification.

Subjective factors of formation of professional identity of civil servants are characterized as personal perception of professional activity by an employee, internal affection to this professional environment. Subjective factors include: professional qualities of the personality of employees, normative-value orientations, satisfaction with labour activity, prestige, etc.

The social-professional identity of civil servants is the identification of an individual with a socio-professional group of civil servants and the civil service as a whole as a professional activity of this group.

The conducted analysis of the professional identity of civil servants al-

allows the author to distinguish in its structure the following main components:

- cognitive – professional knowledge and knowledge of the profession. The basis of this component is the available professional knowledge of the activities of civil servants, knowledge of the profession of employee, the image of a civil servant, his social status and role in society, the idea of career and labour;

- value-emotional – the presence of a positive or negative attitude to the fact of professional affiliation; the presence or absence of a human meaning of the above elements of the cognitive component, their significance and inclusion in the system of personal values. The most important component of the component is a feeling of pride or shame for their profession, a sense of commitment to a professional community, recognition of its significant value, awareness of the prestige of their profession.

The first two components are inherent in both internal and external socio-professional identity. Self-identification (internal social-professional identity) additionally includes the motivational-behavioural component – the motivation to work, is closely related to the satisfaction of the process and the results of labour. Positive professional identity of a civil servant is impossible without motivation of professional activity. Only satisfaction with its activities and, as a result, the achievement of the main goal of the civil service – service to the population, promotes social development, forms a positive professional identity of this social group. This component can be characterized as a resultant, which includes cognitive and value-emotional.

In our opinion, the most adequate understanding of the professional identity of civil servants as the result of cognitive, value, emotional, and motivational processes of awareness of belonging to their professional community, manifested in a certain type of identification behaviour of subjects of the professional group.

A significant feature of the professional identity of civil servants is its regional component. Responsibility for the development of the region permeates all of the above identity structure. The professional identity of civil servants is formed only if the employee has a wide knowledge of the region, its economic, socio-demographic, ethnic, and the others specificity, positive attitude to him, a sense of pride in the region and his commitment to him, the desire to develop and support it, and, finally, the realization of his professional activities for the benefit of the region.

Conclusions. The evolution of the professional identity of civil servants is a continuous process. The development of professional identity contributes to the growth of professionalism, in the formation of which a special place takes the process of updating existing knowledge and obtaining new ones. Thus, continuous education plays a huge role in the process of forming the professional identity of civil servants.

The peculiarities of the professional competencies of civil servants are explained by the specifics of public administration, with its inherent high level of responsibility for the management decisions made on the scale of the state, their social significance. The main features of the civil servant's competencies are personal and professional

skills, abilities and knowledge in various spheres: from general legal competence to the knowledge of the specialized field of activity, value systems and orientation.

The most important feature of professionalism is the socio-professional identity, which is the complete identification of a person with a professional community, the adoption of its value-role guidelines and rules of conduct, development and transfer of knowledge, skills and abilities in the chosen social environment. As part of our study, the professional identity of civil servants is understood as a complex combination of identification processes, the main of which are: self-identification of a person as a civil servant, identification with a professional group, as well as the process of external identification of a civil servant by the public, expressed in public opinion.

In our opinion, an important component of the structure of the professional identity of civil servants is the motivational-behavioural component. This component is a transition from representations and images to real actions, on the basis of which the assessment of civil servants is carried out both by the social-professional group (internal identity) and by the society (external identity).

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Zablotskyi Volodymyr Valentynovych,
Doctor of sciences in Public Administration, Associate Professor, Professor of the Dept. of Public Service and Management of Educational and Social Institutions, State institution "Luhansk Taras Shevchenko National University", 92703 Starobilsk, Hoho square, 1, tel.: (050) 591 86 41, e-mail: zablotskiiv@gmail.com

ORCID: 0000-0003-1032-8993

Заблоцький Володимир Валентинович,
доктор наук з державного управління, доцент, професор кафедри публічної служби та управління навчальними й соціальними закладами ДЗ "Луганський національний університет імені Тараса Шевченка", 92703, м. Старобільськ, пл. Гоголя, 1, тел.: (050) 591 86 41, e-mail: zablotskiiv@gmail.com

ORCID: 0000-0003-1032-8993

Заблоцький Владимир Валентинович,
доктор наук по государственному управлению, доцент, профессор кафедры публичной службы и управления учебными и социальными учреждениями, ГУ "Луганский национальный университет имени Тараса Шевченко", 92703 м. Старобельск, пл. Гоголя, 1, тел.: (050) 591 86 41, e-mail: zablotskiiv@gmail.com

ORCID: 0000-0003-1032-8993



TRANSFORMATION OF STATE FORMATIONS ON THE TERRITORY OF UKRAINE IN IX – THE FIRST QUARTER OF XX CENTURIES

Abstract. The sources and models of state formations, that were appearing, forming, transforming and disappearing on the territory of Ukraine during almost ten centuries, are analyzed in the article that allows to clear up nature and essence of such important questions as genesis of historical, philosophical, economical knowledge in the sphere of state-forming processes and to define national features and basic tendencies of state-forming processes. It is marked the necessity of impartial, without ideological, civilization preferences, research of sources and forms of state formations that will allow to find out nature and essence of state-forming processes that have taken place on the terri-

tory of Ukraine and their influence on development of national science of state administration.

It is proved that completeness and exactness of conclusions and suggestions concerning further development of Ukrainian society exactly depend on the high level of authenticity of historical sources in wide sense of its meaning. It is offered to appeal open mindedly to historical demand of our predecessors once more as it is impossible to improve the system of state bodies without simultaneous improvement of interrelated with it the systems of local self-government, that collectively present the united system of public authority in the state. It makes actual the problem of determination of scientific bases of state-forming processes based on taking into account historical, mental and cultural inheritance of our people that absorbed more than millennial experience of realization of state power and local self-government of all people and ethnic groups that lived on the Ukrainian territories and laid the strong foundation of the whole paradigm of modern public management, that is especially important in our time, when realization of administrative reform, processes of decentralization and democratization Ukrainian society came into practice.

Keywords: public administration, state-forming processes, primary sources of information, state power, local self-government, state-administrative thought, historical traditions, state formations.

ТРАНСФОРМАЦІЯ ДЕРЖАВНИХ УТВОРЕНЬ НА ТЕРЕНАХ УКРАЇНИ В ІХ – ПЕРШІЙ ЧВЕРТІ ХХ СТОЛІТТЯ

Анотація. Проаналізовано джерельну базу та моделі державних утворень, які виникали, формувались, трансформувались та зникали на теренах України протягом майже десяти століть, що дозволяє з'ясувати природу і сутність таких важливих питань, як генеза історичних, філософських, економічних знань у площині державотворчих процесів і визначити національні особливості та основні тенденції розвитку державотворюючих процесів. Наголошено на необхідності неупередженого, без ідеологічних, цивілізаційних уподобань, дослідження джерельної бази та форм державних утворень, що дозволить з'ясувати природу і сутність державотворчих процесів, які відбувалися на теренах України та їх вплив на розвиток вітчизняної науки державного управління. Доведено, що саме від високого рівня достовірності історичних джерел, в широкому сенсі цього значення, залежить повнота і точність висновків та пропозицій щодо подальшого розвитку українського суспільства. Запропоновано ще раз неупереджено звернутися до історичного попиту наших попередників, адже неможливо вдосконалити систему органів державної влади без одночасного вдосконалення взаємопов'язаної з нею системи місцевого самоврядування, що в сукупності становлять єдину систему публічної влади в державі. Це актуалізує проблему визначення наукових основ державотворчих процесів на ґрунті врахування історичного, ментально-культурного спадку нашого народу, що ввібрав у себе більше ніж тисячолітній досвід здійснення державної влади й місцевого самоврядування

всіх народів і етносів, які мешкали на українських теренах та заклав міцний фундамент всієї парадигми сучасного публічного врядування, що є особливо важливим у наш час, коли у практичну площину перейшли реалізація адміністративної реформи, процеси децентралізації та демократизації українського суспільства.

Ключові слова: публічне управління, державотворчі процеси, першоджерела, державна влада, місцеве самоврядування, державно-управлінська думка, історичні традиції, державні формування.

ТРАНСФОРМАЦИЯ ГОСУДАРСТВЕННЫХ ОБРАЗОВАНИЙ НА ТЕРРИТОРИИ УКРАИНЫ В IX – ПЕРВОЙ ЧЕТВЕРТИ XX СТОЛЕТИЯ

Аннотация. Проанализирована источниковедческая база и модели государственных образований, которые возникали, формировались, трансформировались и исчезали на территории современной Украины в течении почти десяти столетий, что позволило исследовать природу и суть таких важных вопросов, как генезис исторических, философских, экономических знаний в свете государственно-образующих процессов и определить национальные особенности возникновения и развития государственных образований. Обращено внимание на необходимость объективного, непредвзятого, без идеологических, цивилизационных, субъективных оценок, исследования источников и форм государственных образований, что позволит глубоко изучить природу и суть процессов, которые происходили в средние века на территории современной Украины, а также их влияние на развитие отечественной науки государственного управления. Доказано, что именно от высокого уровня достоверности исторических источников, в широком смысле этого значения, зависит полнота и точность выводов и предложений относительно дальнейшего развития украинского общества. Предложено еще раз беспристрастно и объективно обратиться к историческому опыту наших предков, так как невозможно усовершенствовать систему органов государственной власти без одновременного совершенствования взаимосвязанной с ней системы местного самоуправления, что в совокупности составляют единую систему публичной власти в государстве. Развитие государственно-образующих процессов на основе учета исторического, ментально-культурного наследия нашего народа, который вобрал в себя более чем тысячелетний опыт организации государственной власти и местного самоуправления всех народов и этносов, населявших территорию современной Украины, позволяет заложить прочный фундамент всей парадигмы современного публичного управления, который так необходим в наше время, когда в практическую плоскость перешли реализация административной реформы, процессы децентрализации и демократизации украинского общества.

Ключевые слова: публичное управление, государственнообразующие процессы, первоисточники, государственная власть, местное самоуправление, исторические традиции, государственные образования.

Target setting. The objective analysis of processes of state forming genesis on the territory of Ukraine needs further scientific researches of native and foreign researchers, taking into account historical events and political tendencies, features of state forming European traditions that take beginning from the depths of ancient epoch. It is very important because most ideas about the character, specific features of state formations that have appeared on the Ukrainian territory are based not on the careful and impartial analysis of primary sources of information but on ideological or religious prejudices.

Thus in order to form an objective idea about historical traditions of Ukrainian state-forming, it is necessary to appeal to native and foreign primary sources of information, analyse their history and reasons of formation, and also to investigate historical and political events that induced chroniclers and reporters of middle ages to edit literate sources, performing political, religious or personal orders. It is a very important question both for historians and specialists in the field of state administration.

Analysis of recent researches and publications. Working of the known for modern science historical sources predetermines the necessity concerning taking into account of certain aspects from reinterpretation of the already formed source and historiography base. E. Afonin, S. Bondar, M. Hazizov, V. Zhurska, V. Kononenko, I. Katushev, V. Nikityn, V. Riezniak, I. Shlikhta and others research the historical sources in Ukraine. Famous native scientists M. Horielov, O. Motsia, O. Rafalskyi investigate the range of problems of the

state and civilization in Ukraine. Realization of comparative analysis of state-administrative idea sources and conditions of origin and existence of state formations on the Ukrainian territory is very important for further development of civil society in Ukraine.

The purpose of the article consists in realization of state forming national features as strong basis for building of national model of state administration based on national traditions and national mentality of Ukrainians.

The statement of basic materials. During the second millennium social, political and state-forming processes on the European continent were taking place enough slowly, as a result there were destruction, restoration, consolidation and integration, were formed different state constructions that were gradually improving to the effective for that time models of state administration. It is necessary to mark that establishment and development of the state formations that appeared on the Ukrainian territory could not exist isolated from the existing in those times European system of the states and principles of power.

So, Byzantine historian Procopius of Caesarea in a book "War with goths" described the tribes of slavs (slavs), that "are not managed by one man and since olden times live in democracy" [1].

Territories that since olden times were inhabited by slavs had considerable natural resources that created conditions for development of trade connections with people that inhabited Caucasus, Transcaucasus, Middle and Front Asia. It is necessary to mark that the initial processes of statehood forma-

tion in its classic understanding took place in society that in most degree was tribal. This idea is confirmed by that society was transitional from tribal to feudal [2, p. 42].

Exactly it first of all gave Greek authors the right to confirm that the Slavs and Antes lived in “democracy” in their understanding of this term. A town’s meeting (veche) decided all soldiery and political questions. It also was the highest judicial power [3].

The important factor of historical inheritance of Ukrainian state formations are constancy of territories and presence of compact core of population, that realize its separateness and have will for self-organization [4, p. 29]. It creates a base on that the same organization or another form of the statehood is formed. Thus, objective pre-conditions (quantity of population, compact residence, geopolitical situation) and subjective (selfconsciousness, ideological unity and political will) are needed for self-reproduction of people at the level of society – state [4, p. 32–33].

Unlike European tradition, at the beginning of its existence princely power was not considered as such that had divine origin. “They did not want to admit according to importance of origin neither king nor prince. Only when some necessity happened, then they elected from their community the chieftain as the bravest and the most experienced man in knights affairs” [5, p. 55–56].

Thus, the state formations that created, developed and eventually declined on the territory of Ukraine, appeared as a result of society’s achievement of certain level of social, economical and political development as a result of

civilization conflicts and competition of different forms and state administration models. What is more, in certain periods of development of Ukrainian society presence of the national state was not considered by the European governors as a necessary and obligatory factor. The process of forming of the Ukrainian state is the index of society evolution within the framework of that there were deep changes that had important influence on motion of process of native state forming. In this understanding development and structure of formation of new forms of society social and political organization, in particular on the stage of transition to feudal model of the political system closely connected with the features of concrete historical and cultural conditions of activity, that is the result of experience of their economical, political and cultural life and determines the features of state organization forms. The times of Kievan Russia may be considered as the first experience of realization of state forming idea on the territory of Ukraine. As modern native researchers Yu. Myroshnychenko and S. Udovik point out, investigating the stages of Ukrainian statehood genesis, that exactly the Kyiv prince Volodymyr established frameworks of not only the state known as Kievan Russia but also one of seven civilizations that exist up to date, – Slavic orthodox [6, p. 136].

It is necessary to mark that I. Bieli-aiiev underlined that from times of prince Volodymyr the Great district councils (zemstvo) were ruled after the ancient ways on the basis of communal principles: the judgment of town’s meeting (veche) continued to have the value and princes in attitude toward

populace (zemshchina) could give no orders without town's meeting (veche). A prince with his armed force and populace (zemshchina) though operated jointly, and district councils (zemstvo) determined the prince power, but still they were not one unit [7, p. 40].

One of the indexes of state development is a level of trade relations. Frensis Dvornik marked that the Kyiv state had supported the brisk relationships with the Latin West, considering itself an equal in rights partner in the European community of nations [8].

The Arabic and Persian geographers reported that main employment of the Rus was fur and slaves trade, the exchange of that took place for money. The Scandinavian sagas, French epic compositions show Kievan Russia as the state that occupied an important place in the system of European political, economical and cultural relations [6].

As a result of fight against Byzantium Kievan Russia got a right for unlimited trade on Danube, Dnister and Dnieper.

As for the forms of the political system of the Kyiv state of IX–X centuries, in our point of view there is enough successful its determination as the “armed force state”, as exactly the highest ranks of prince's armed force formed a ruling clan for a long time. In addition this ruling clan carried out collection of contribution, judicial functions and protecting from military expansion [9].

At this time the political system is formed in that democracy of the cities-states with monarchical principles are united [8].

A wide range of scientists consider that social and economical situation

that was in the cities of Kievan Russia in the end of X the beginning of XI centuries substantially influenced on transformation of such state forming phenomenon as a “town's meeting (veche)”. So a town's meeting (veche) and elective people began to rule the cities in this period. There was a very powerful clan of craftsmen and tradesmen exactly in cities. They formed political power that beginning from the second half of XI century took an active part in the cities management and had their forms of political organization, one of that was a town's meeting (veche) [10].

The example of princely power limitation may be an existing for that time court system. A prince could judge only his vassals, members of prince's armed forces and servants. Princely jurisdiction did not spread to all mass of population, in particular members of communities [11].

Princes for the decision of major questions convened a town's meeting (veche) from the representatives of the highest ranks of tribal gentlefolks and city-dwellers. It is necessary to mark that even Mongol-Tatar Yoke and behaviours introduced by Tatars could not break the mode of populace (zemshchina) that had the strong arrangement from the very beginning. Thus self-governing populace (zemshchina) under Tatars also had its own arrangement, elective chiefs, even territorial troops with commanders of an army (waywodes) separately from princely troops [7, p. 59–63].

From the middle of XI century there is in Kievan Russia strengthening of appanaged princes, that predetermines development of the process of country

feudal division. At this time in writing sources church-ascetic direction appears next to ideology of monarchy of great princes. The most known representatives of this direction were Kyiv Pechersk hegumen of Feodosiya and Nestor the Chronicler. The feudal division and wars weakened the state that in future resulted in the decline of Kievan Russia and establishment almost for three centuries of Tartar Mongol Yoke, that ruined state principles, economy and culture of the state and resulted in advancement on the first plan of church that actually the least suffered from the invasion of invaders. It is necessary to mark that an Orthodox Church from the times of its existence always was in the privileged state on the territory of the Old Russian state [12, p. 119].

The fact that Ukrainian lands for the long time were under the power of other states that belonged to different civilizations: West European (Lithuania, Poland, Austro-Hungary) and East European (Russian empire) could not affect the characteristic features of Ukrainian state forming and establishment of the whole system of territorial organization of public power. That is why a wide range of primary sources of information estimated the organization of local self-government and state administration in a different way that resulted in opposition of “westerners” and “slavophiles”. There is an idea among scientists that bicentenary period from the middle of 14 century to the Union of Lublin of 1563 was enough rare phenomenon in the history of Ukraine. In this period (the beginning of 14 century) Lithuania played the role of collector of separate Belarussian and Ukrainian lands. A foreign threat compelled Lithuania

to the signature of two unions with Poland (the Union of Krewo of 1385 and the Union of Lublin of 1563).

The union of Poland and Lithuania for The Polish-Lithuanian Commonwealth resulted in setting of domination of catholic church and permanent persecution of Orthodoxy. M. Kostomarov marked that “state and public composition, historical and folk character of Poland and Rus though take the beginning from the same tribes, became not only different but also enemies. For many centuries Poland and Rus conducted continuous, stubborn, consistent fight” [9]. For the completeness of picture of the Slavic behaviours in 16–17 centuries it is necessary to remind that simultaneously with the increase of Polish noble seims and small seims, Moscow territorial cathedrals, in the heath develop Cossack communities that in their stems (in Ukraine) or districts (in Moscow territories) have tradition of old town’s meetings (veche), what is more in Ukraine these archaic public gatherings began to come under the influence of Polish classic republican ideas [13, p. 32].

It is possible to consider as a new quality stage of state formations on the Ukrainian territories the appearance of Cossack republic as Umland Andreas and Bredis Inhmar noticed that along with origin of Cossack Hetmanate appeared another Ukrainian proto-state formation that played an important role in modern national identity. Cossacks founded on the banks of river Dnieper a military republic with a representative body — Cossack Rada (General Military Council) the members of that elected a military chief-hetman. Cossacks’ love for freedom and proto-state

ruling until now influence on the idea of Ukrainians about themselves [14].

After formation in 1722 of Collegium of Little Russia, Russian power considered conditional territory of Zaporizhian Host not autonomous state but internal province of Russia [15, p. 286]. The last institutes of the political system of Cossack Hetmanate stopped to exist in 1781–1872, where instead of old regiments and sotnias (Cossack squadron) were established the deputies of the Russian type, that ruined the old management system of state territory Ukraine – Cossack Hetmanate and its traditional Cossack administrative political arrangement.

It is impossible to agree with M. Drahomanov who considered that new scientific experience of the ancient free behaviours in Europe had shown that they had given the citizens certain system of self-government and corporate life, very clumsily according to our present ideas, but such that developed for those citizens habit to control the public affairs and ability to use written rights in laws. Such experience not only showed new prospects in historical and political science but also gave scientific principles for new public competitions. These competitions head for that in the new constitutional states ideal determination after populosity of certain rights became actual, and in conjunction with that parliamentarism became less fictitious [13, p. 34].

The period of the first quarter of XX century became the bright splash of state forming processes on the territory of Ukraine when as a result of rapid revolutionary events and World War I took place the quick falling of the Russian empire and origin of the state

formations in the period of 1917–1921 years, that practically had all attributes of the classic state. With proclamation of Ukrainian People's Republic the first real attempt to reform the institutes of public power were done. At the same time most of western leaders did not consider Ukraine as independent state. They tried to use the Ukrainian question in their own interests. It is necessary to add to it that political and administrative celebs did not succeed in organizing army, state machine, conducting social and economical reforms, consolidating social tops and social bottoms round the national idea. All of it became reasons for defeat of the national state and its political celebs.

Further development of Ukraine till 1991 is related to the Union of Soviet Socialist Republics. From 1991 the new stage of development of state forming processes begins in Ukraine.

Conclusions. History testifies that Ukraine as the state has an experience of such periods when the basic attributes of the state were formed but absence of consolidation of society, uncertainty of strategy and priorities brought to elimination of the state formations that appeared with such laborious efforts. Therefore researches from the primary sources of information to the newest scientific works of the process of public management institutes development and their co-operation on the territory of Ukraine allow to renew a source base so necessary for further scientific researches, moreover that and today there are a lot of problem questions concerning forming of the Ukrainian national state, that not only are little-investigated but also remain unknown and does not have demand of wide pub-

lic, and for researchers of the problems of state administration, in particular in part of determination of optimal vectors of community development, tasks and forms of fight for becoming of Ukrainian state. It is necessary to understand basic principles of ideology of public administration in a wide plan as a system of integral orientations both individual and societies on the whole, systems of ideas, principles, aims, that are generally accepted and that orient society on providing of integrity and durability of the state, consolidation of all association with the aim of its social, economical and cultural development.

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Kartashov Evgeny Grigoryevich,
*Doctor of science in Public Administration,
Head of the Department of Project Manage-
ment and General Professional Disciplines,
Institute of Management and Psychology
of the National Academy of Pedagogical
Sciences of Ukraine, Ukraine, 04053, Kiev,
Str. Sichovykh Streltsov, 52-a, tel.: (067) 614
23 53, e-mail: yevgenkartashov@gmail.com
ORCID: 0000-0001-6522-5508*



Карташов Євген Григорович,
*доктор наук з державного управління,
завідувач кафедри управління проєк-
тами та загальнофахових дисциплін,
Інститут менеджменту та психології
Національної академії педагогічних на-
ук України, 04053, Київ, вул. Січових Стрільців, 52-А, тел.: (067) 614 23 53, e-mail:
yevgenkartashov@gmail.com*

ORCID: 0000-0001-6522-5508

Карташов Евгений Григорьевич,
*доктор наук по государственному управлению, заведующий кафедрой управления
проектами и общепрофессиональных дисциплин, Институт менеджмента и психоло-
гии Национальной академии педагогических наук Украины, 04053, Киев, ул. Сечевых
Стрельцов, 52-а, тел.: (067) 614 23 53, e-mail: yevgenkartashov@gmail.com
ORCID: 0000-0001-6522-5508*

MECHANISMS FOR IMPLEMENTATION OF ENVIRONMENTAL TAXES AND INSURANCE

Abstract. A major areas of practice in environmental management, adapted to the standards ISO 14000: justification, demonstration, practical application of environmental policies and objectives of the company; public declaration of basic principles, commitments and areas initiating environmental performance; determining for each of the accepted objectives and performance criteria for planning activities and evaluating results; active use of various internal quantitative indicators; study specific environmental objectives; determining appropriate quantitative and qualitative indicators and criteria for each of the adopted environmental objectives; effective planning and organization of environmental activities in accordance with the goals and objectives; development of specific measures and actions for each set environmental goals and objectives given priority measures

and actions to prevent negative effects on the environment; involvement of all personnel to environmental activities; Analysis and evaluation of achieved performance; Systematic review and improvement of environmental policy, planning and organization of activities according to the results achieved; use independent performance evaluation (environmental audits); exercise now active foreign environmental performance; preparation and dissemination of environmental reporting initiative; Analysis reports.

Environmental insurance defined new for our country type of insurance which development because the objective conditions associated with a number of problems: the development of the legal framework of environmental insurance; lack of specific and sustainable concepts, defining environmental insurance as part of the economic and legal framework; imperfection, and in some cases the lack of legal and technical framework for quantitative evaluation of environmental risks and related damage; lack of experience of environmental insurance in Ukraine and abroad.

Keywords: mechanisms, public administration, public policy, environmental taxes and insurance.

МЕХАНІЗМИ РЕАЛІЗАЦІЇ ЕКОЛОГІЧНОГО ОПОДАТКУВАННЯ ТА СТРАХУВАННЯ

Анотація. Запропоновано найважливіші напрями практичної діяльності в галузі екологічного менеджменту, адаптовані відповідно до стандартів серії ISO 14000: обґрунтування, демонстрація, практичне використання екологічної політики і цілей підприємства; публічне декларування основних принципів, зобов'язань і напрямів ініціативної екологічної діяльності; визначення для кожної з прийнятих цілей показників і критеріїв планування діяльності та оцінювання результатів; активне використання різноманітних внутрішніх кількісних показників; обґрунтування конкретних екологічних завдань; визначення відповідних кількісних і якісних показників і критеріїв для кожної з прийнятих екологічних цілей; ефективне планування й організація екологічної діяльності відповідно до прийнятих цілей і завдань; розроблення конкретних заходів і дій для кожної з поставлених екологічних цілей і завдань з урахуванням пріоритету заходів і дій щодо запобігання негативному впливу на навколишнє середовище; залучення всього персоналу підприємства до екологічної діяльності; аналіз і оцінювання досягнутих результатів діяльності; систематичний перегляд й удосконалення екологічної політики, планування й організації діяльності відповідно до досягнутих результатів; використання незалежного оцінювання результатів діяльності (екологічний аудит); здійснення підприємством активної зовнішньої екологічної діяльності; підготовка і поширення ініціативної екологічної звітності; аналіз звітності.

Екологічне страхування визначене новим для нашої держави видом страхової діяльності, розвиток якого через об'єктивні умови пов'язаний з низкою проблем: недостатнім розвитком законодавчої бази екологічного страхування; відсутністю конкретних і сталих понять, які визначають екологічне стра-

хування як складову економіко-правового механізму; недосконалістю, а у деяких випадках і відсутністю нормативно-методичної бази для кількісного оцінювання екологічного ризику і пов'язаної з ним шкоди; відсутністю достатнього досвіду проведення екологічного страхування як в Україні, так і за кордоном.

Ключові слова: механізми, державне управління, державна політика, екологічне оподаткування, страхування.

МЕХАНИЗМЫ РЕАЛИЗАЦИИ ЭКОЛОГИЧЕСКОГО НАЛОГООБЛОЖЕНИЯ И СТРАХОВАНИЯ

Аннотация. Предложены важнейшие направления практической деятельности в области экологического менеджмента, адаптированные в соответствии со стандартами серии ISO 14000: обоснование, демонстрация, практическое использование экологической политики и целей предприятия; публичное декларирование основных принципов, обязательств и направлений инициативной экологической деятельности; определение для каждой из принятых целей показателей и критериев планирования деятельности и оценки результатов; активное использование различных внутренних количественных показателей; обоснование конкретных экологических задач; определение соответствующих количественных и качественных показателей и критериев для каждой из принятых экологических целей; эффективное планирование и организация экологической деятельности в соответствии с принятыми целями и задачами; разработка конкретных мер и действий для каждой из поставленных экологических целей и задач с учетом приоритета мер и действий по предотвращению негативного воздействия на окружающую среду; вовлечение всего персонала предприятия к экологической деятельности; анализ и оценка достигнутых результатов деятельности; систематический просмотр и совершенствование экологической политики, планирование и организация деятельности в соответствии с достигнутыми результатами; использование независимого оценивания результатов деятельности (экологический аудит); осуществление предприятием активной внешней экологической деятельности; подготовка и распространение инициативной экологической отчетности; анализ отчетности.

Экологическое страхование определено новым для нашего государства видом страховой деятельности, развитие которого в силу объективных условий связано с рядом проблем: развитием законодательной базы экологического страхования; отсутствием конкретных и устойчивых понятий, определяющих экологическое страхование как составную экономико-правового механизма; несовершенством, а в некоторых случаях и отсутствием нормативно-методической базы для количественной оценки экологического риска и связанного с ним ущерба; отсутствием достаточного опыта проведения экологического страхования как в Украине, так и за рубежом.

Ключевые слова: механизмы, государственное управление, государственная политика, экологическое налогообложение, страхование.

Target setting. Today Ukraine characterizes with misunderstanding and underestimating of the changes which occur in approaches to solving environmental problems until their complete ignorance of such changes or extreme simplification and reduction to formal implementation of a number of general requirements. This position leads (in some cases it has already led) to the imminent loss of economic opportunities and direct losses for individual industrial companies, and for the country as a whole. For example, the emergence of a growing number of explicit and implicit constraints and corresponding losses for Ukrainian producers in the international product and financial markets. Similar restrictions in many cases are associated with the lack of declaring and demonstrating intentions, plans and the results of the companies' activity in the field of environmental management, carried out, in particular, in accordance with international standards of series ISO.

The development of environmental management becomes generally recognized of practical way for solution of environmental problems, especially to the problems associated with the production and consumption of goods and services. The activities in the field of environmental management have gained a wide practical application at this time in all industrialized countries and those ones that are developing. The most significant achievements in solving environmental problems of industrial production are connected with it in the recent years.

Analysis of recent research and publications. The historical roots of the research problems of interaction

of society with the environment back to the sources of economic theory. The scarcity of land and food resources attracted D. Ricardo and T. Malthus and environmental consequences of the industrial economic model considered in his writings John. Art. Mill. Marx studied indirectly environmental issues in the analysis of environmental costs of industrialization and the growth of cities, the uneven distribution of the burden between capitalists and wage labor party. The ideas of the classical school of economic theory concerning the nature of interaction between society received further development in the works of Pigou – especially in the theory of externalities and questions about the right allocation of resources between different generations of people.

The problems of global socio-economic development in the context of possible environmental catastrophes dedicated research F. Osborne, E. Pestel and D. Forrester.

Later, the degradation of the environment, undermining the ecological foundations of social reproduction considered in his writings S. Bauman, Z. Bodryar E. Weizsäcker, J. Galbraith, S. Grof, G. Daly, W. Katton, B. Commoner, R. Londer, D. Meadows, Rostow, A. Toffler, T. Chardin, S. Schneider. A great contribution to the theory of interaction between society and nature belongs to Vernadsky, D. Hvizhnyi, K. Losev, Moiseev, PA Oldaku, M. Reimers et al.

However, despite considerable research remains not fully solved the problem of identifying the content and features of the environmental component of social reproduction in the

context of globalization, assessment of its impact on the reproductive process and its individual stages.

The purpose of the article is to develop theoretical foundations and practical approaches for the mechanisms of environmental taxes and insurance.

The statement of basic materials. The environmental management can be defined as the process and outcome of the initiative activity of economic entities aimed at consistent improvement in achieving their own environmental goals and objectives developed independently based on the individually adopted environmental policy.

A part of total production management system is implied under the system of environmental management that includes the necessary organizational structure, planning of activities, distribution of responsibilities, practical work and also procedures, processes and resources for developing, implementing, evaluating of the achieved results and improvement of environmental policy.

The formation of an environmental management system begins with the development, approval and the public declaration of environmental policy and goals by the enterprise. The environmental policy should include “continuous improvement” and “prevention of negative environmental impact” as fundamental principles.

In conditions of restructuring and the change of form of ownership, the use of market mechanisms of environmental regulation is especially important because existing in Ukraine models of organization and management of nature using do not provide the consistency of economic and environmental

goals across the country, and, accordingly, implementing of optimal ecologically safe management decisions. In this regard, there is need to develop an environmental management system as a more advanced model of environmental management of nature using in the conditions of market transformation [1, p. 5].

It should be noted that central place in this system belongs to the economic instruments for environmental management, which, unlike the administrative commanding allow the possibility of choice and directly affect the “expenses and benefits”.

Taking into account this, it is necessary for Ukraine to develop acting scenarios for the implementation of economic instruments of environmental management and their transformation with a wide application of international experience.

We believe that the use of such groups of economic instruments of market regulation makes the environmental management system more effective. It should be noted that some legal, organizational and legal conditions for its implementation have been created in Ukraine today on the way of development of environmental management.

The most effective and perspective economic instrument of environmental activities for the implementation in Ukraine is the charge for manufactured and imported environmentally dangerous products.

The product which pollutes the environment in one of the periods of its life cycle is taxable.

The taxation of environmentally hazardous products is introduced in

some countries, which has enabled to get significant targeted revenue to the budget and trust funds. [2]

This may include: a tax on petroleum products (gasoline, diesel, fuel oil), natural gas, coal, paint products, fertilizers and pesticides, synthetic washing agents, packaging materials, refrigerators, batteries, tires, ozone destroying and other products.

The indicated taxation is also known under the name “embedded-deposit system”. Its essence is that the funds from the tax (extra charges) for products are transferred to the special account mainly for the environmental funds. After this the received funds are partly returned to the customer after delivery of the waste products to a special reception center, such as batteries, tires, that subject to reuse (recycling) and partly spent on measures for collecting, receiving, processing.

Other financial scheme of expenses operates on taxation, for example, gasoline, paint products, washing powders. In this case, on their using, the direct environmental pollution is carried. Consequently, the obtained funds are directed to the prevention of pollution and elimination of its consequences. This is upgrading of refineries to produce not only unleaded, more environmentally friendly fuel, construction of sewage treatment plants and other events.

These payments for certain types of products are introduced in Germany, France, Norway, Sweden, Finland, Hungary, Latvia, Armenia.

The important criteria for the selection of the products which is subject to taxation as environmentally harmful are:

- “massive” nature of consumption;
- moderate, gradual scale of the damage inflicted to the environment.

It is important to pay attention that, using extra charge, you can stimulate the consumers to choose more environmentally-friendly products, replacing environmentally harmful from the market. Here, for example, you can include leaded or unleaded gasoline, detergents (with or without the addition), sodium tripolyphosphate (here in after – TPN). It is known that TPN cannot be caught even by the most modern cleaning plants. Getting into the river, TPN effects on the aquatic vegetation as fertilizer. Only 1 ton of TPN stimulates the growth of 5–10 kg sea weed. The release of powders with TPN is prohibited in the United States, Germany, Italy, Switzerland. Thus, the introduction of higher eco charge to leaded gasoline and powders will force the customers to choose cheaper and environmentally safer products.

The amount of money that can be collected through taxes imposed on environmentally harmful products, according to expert estimates, ten times exceeds the amount of funds received from pollution charges (for emissions, discharges of pollutants, waste disposal).

Using targeted environmental character of financing through funds, it is possible to invest the received funds in large-scale program of creation of recycling of hazardous kinds of products.

The development of such a mechanism may be started by the introduction of the relevant rules to the project of Tax Code and the Law of Ukraine “On Environmental Protection”.

The use of sea areas (waters) of Ukraine is not considered as the object natural and economic territorial system in the national legislation. As a result, there is a deterioration of the ecological state of marine resources, inefficient use of natural resources and loss of revenue of about 1 billion per year.

Such fees are introduced in specific foreign countries, such as Australia, Russia. The importance of the introduction of fees for the use of sea water area is connected to the fact that a significant part of the territorial waters of Ukraine is occupied by military bases, landfills, where the military training of the Russian Black Sea Fleet and Naval Forces of Ukraine is carried out. In addition to the caused losses as a result of the use of military means (torpedoes, mines and especially depth charges) on aquatics, leading to their death, recreational resources get dirty and lost, other damages are caused.

It is necessary to adopt a particular law for the implementation of such type of nature using.

Today in Ukraine in the procedure for calculating fees for water use such important factor as the withdrawal of water from a water body and its repeated return into the water is not taken into consideration, for example, at cooling at thermal power plants or withdrawal forever. The stimulus for nature users for rational and economical use of water resources get lost.

It is necessary to conduct a research and make changes to the current procedure of charging fees for special use of water resources, approved by the Cabinet of Ministers of Ukraine.

An important financial instrument for attracting investment in the envi-

ronmentally crisis sectors of economics and implementation of priority environmental measures is preferential taxation.

For example, Czech Republic and Slovakia exempt from taxes for 5 years the income that has been obtained by the enterprise on the implementation of solar, wind, hydroelectric energy. In Poland, the tax benefits are provided on using the wastes of the enterprise, on the investments for environmental protection in the agriculture. The voluntary contributions and the activities of environmental organizations are not taxed. The law of Russian Federation "On tax on income of enterprises and organizations" provides a significant benefit for those companies which make investments for environmental protection measures at the expense of their profit. The profit before taxation in this case is reduced in the amount of 30 % from such investments [3].

In Ukraine, the specific benefits have been provided recently on taxation in the area of the use of wastes of the enterprise. In particular, the income from the provision of services as for the collection and the provision of the certain types of waste as secondary raw materials are exempted from taxation.

But this is not enough, it is necessary to define and expand the list of specific environmental protection measures that require priority development. The establishing of benefits in taxation encourages capital inflows into this sector, which will help to create environmental business, the market of environmental services and activities.

Today, highly developed countries and the countries of transition econo-

mics are moving in the direction of the so-called “greening” of the tax system, while the environmental payments are increasing while reducing other taxes. The change in tax legislation is usually a difficult work, it needs stability in the economy and tax law, the validity and suspension. However, today it is necessary to lay these foundations in the tax law for the future.

The implementation of this principle in the tax system will encourage manufacturers to reduce the share of energy, resource input per unit of output. The reduction of energy and resource input per unit of production will allow to increase the cost of other items, including wages. In the conditions of the competition of production it is one of the main ways to increase (shares) the size of the employee’s salary.

Of course, the changes in tax legislation regulate the laws of Ukraine.

The review of standards of collection and pollution to approach them to the size of compensation of damage to the environment will increase the earnings of eco funds and stimulate the pollutants to take preventive environmental measures.

The necessary conditions on viewing the normative collection for pollution are:

- taking into account the economic condition of the enterprises in the industry;
- the amount of funds necessary to implement the objective environmental programs (water, waste, air);
- the possibility of assimilation of the environment.

Consequently, the restructuring of the economy and its development must be carried out taking into account the

economic assessment “of losses and benefits” from the activity of the sectors of economy (enterprises).

The marking of environmentally friendly and energy- and resource-saving products is quite important economic tool. Such marking is actually an advertising of the products by the state, guaranteeing its environmental and economic efficiency. In the conditions of increasing competition such marking will encourage the manufacturers to produce environmentally friendly, energy and resource saving products. The introduction of this economic instrument can be made through the Cabinet of Ministers of Ukraine.

The issue about the form of conducting of the environmental insurance is one of the most important. The highest efficiency of the insurance will be reached when insurance is obligatory. This is because together with the insurer and the insured, the third party of relations is the victim, whose objective interest is to get the rightful insurance compensation for the caused damage and the availability of the relevant treaties of environmental insurance of all economic objects may be the guarantee which are potential sources of risk of accidental pollution of the environment. This can be achieved only with the obligatory form of insurance.

The example of solving this problem can be provision by the entities in obtaining a license for activity related to the potential danger for the environment, the financial guarantees that possible damage to the third parties within the defined by the legislation amount will be refunded. The made up agreement of environmental insurance may be a financial guarantee.

The need for environmental insurance in Ukraine, despite the difficult financial situation of many enterprises-polluters, due to the constant increase in the load on the environment and the increasing number of accidents that result in pollution, deterioration of health of people and considerable material damage.

However, there is still no relevant institution, despite the presence of direct links to the necessity of its implementation in the following acts of environmental legislation.

The delays in the legislative regulation of insurance institution in the environmental area are mostly connected to the fact that environmental insurance is new for our country type of insurance which development is associated with a number of problems because of the objective conditions: the insufficient development of the legal framework of environmental insurance; lack of specific and sustainable concepts, defining the environmental insurance as a part of the economic and legal framework; imperfection, and in some cases, the lack of legal and methodical base for quantitative evaluation of environmental risks and related damage; lack of sufficient experience in environmental insurance both in our country and abroad.

Conclusions. The last element, however, requires a more in-depth analysis, because in the international and law context, at the level of separate state-legal systems the institute of environmental insurance have undergone some development. The consideration of the relevant experience will be useful in the process of creation and implementation of this institution in Ukraine. But as insurance is voluntary, and it has no relevant by-law acts which regulate the insurance process, this system does not work.

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Kukharchuk Petro Mikhailovich,
PhD in Public Administration, Associate Professor, Professor of the Department of Social and Humanitarian Disciplines in Municipal Institution “Zhytomyr Regional In-Service Teacher Training Institute” of Zhytomyr Regional Council, 10002, Zhytomyr, Str. Mikhailovskaya, 15, tel.: (067) 412 80 55, e-mail: kpmkprta@gmail.com

ORCID: 0000-0002-2051-3298

Кухарчук Петро Михайлович,
кандидат наук з державного управління, доцент, професор кафедри суспільно-гуманітарних дисциплін, Комуніальний заклад “Житомирського обласного інституту післядипломної педагогічної освіти” Житомирської обласної ради, 10002, м. Житомир, вул. Михайлівська, 15, тел.: (067) 412 80 55, e-mail: kpmkprta@gmail.com

ORCID: 0000-0002-2051-3298

Кухарчук Петр Михайлович,

кандидат наук по государственному управлению, доцент, профессор кафедры общественно-гуманитарных дисциплин, Коммунальное учреждение “Житомирского областного института последипломного педагогического образования” Житомирского областного совета, 10002, г. Житомир, ул. Михайловская, 15, тел.: (067) 412 80 55, e-mail: kpmkprta@gmail.com

ORCID: 0000-0002-2051-3298

EDUCATION MANAGEMENT IN THE EUROPEAN UNION

Abstract. This paper attempts to analyze models of education management in the European Union. The feature of the modernization of the education management, mechanisms of educational services supply, trends of educational establishments structural integration, combination of theoretical and practical educational training are characterized.

Keywords: education management, education transferity, education transparency, ambivalent approach, educational loans.

УПРАВЛІННЯ ОСВІТОЮ В КРАЇНАХ ЄВРОПЕЙСЬКОГО СОЮЗУ

Анотація. Зроблено спробу проаналізувати моделі управління освітою у країнах Європейського Союзу. Схарактеризовано особливість модернізації

управління освітою, механізми надання освітніх послуг, тенденції структурної інтеграції навчальних закладів, поєднання теоретичної та практичної освітньої підготовки.

Ключові слова: управління освітою, трансферність освіти, транспарентність освіти, амбівалентний підхід, кредити з освіти.

УПРАВЛЕНИЕ ОБРАЗОВАНИЕМ В СТРАНАХ ЕВРОПЕЙСКОГО СОЮЗА

Аннотация. Сделана попытка проанализировать модели управления образованием в странах Европейского Союза. Охарактеризовано особенности модернизации управления образованием, механизмы предоставления образовательных услуг, тенденции структурной интеграции учебных заведений, сочетание теоретической и практической образовательной подготовки.

Ключевые слова: управление образованием, трансферность образования, транспарентность образования, амбивалентный подход, кредиты по образованию.

Target setting. Studying the experience of public administration in coordinating the goals and results of the work of the national education systems of the European Union (EU), trying to identify and implement the most effective ways to achieve the goals and results in Ukraine that will allow to reform effectively the education system in our country.

Analysis of basic research and publications. The influence of globalization processes at the present stage of the development of the state has been investigated in the writings of the leading Ukrainian scientists: A. Galchynsky, V. Lugovy, V. Kremen, E. Marchuk, P. Saukha, V. Nikitina, I. Zyazyun, N. Nichkalo, N. Protasova, V. Oliynyk and others.

The investigation of the mechanisms of the state management of educational systems of the most developed countries is reflected in the works of N. Abashkina, I. Zyazyun, O. Lokshina,

M. Leschenko, V. Lugovy, L. Pukhovska, A. Parinov, A. Sbruev, I. Taranenko, B. Melnichenko, I. Kovchyna, A. Vlasnyuk, S. Kalashnikova, G. Dmytrenko, V. Oliynyk, V. Medved, S. Mayborody, K. Korsak and others.

The analysis of the scientific sources on the subject of research indicates that there is no comprehensive study of the transferability of education management in Ukraine, in particular, the combination of academic and practical training.

The measures that ensure transferability (the possibility of free change, transitions) and transparency (mutual transparency, openness) between the unequal in the past and equivalent nowadays trends of educational training – general education and vocational education. The formation of their equivalence was facilitated, in particular, by the latest reforms in a number of the European countries, which made it possible to achieve the highest educational

levels of education, including institutes and universities, for the graduates of vocational education institutions.

The purpose of the proposed analytical study is the desire to separate the factors of education reform in the EU countries and their adaptation to the education system in Ukraine.

The statement of basic materials. Sweden does not have a clear system of vocational education and training. The institutions that provide vocational education and training support the general educational philosophy and the principles of the objectivity, integration and integrity. The vocational education and training in Sweden have the following forms: initial vocational training for those one who are 16–19 years old and who is not qualified yet; the continued vocational training for those who are already working but who still need to acquire certain skills; training for the unemployed: combined training programs.

The responsibility for the main types of vocational education and training is distributed as follows: *basic education for adults* – Ministry of Education and Science; *additional vocational training* – Ministry of Education and Science; *further vocational training* – Ministry of Education and Science; *higher education* – Ministry of Education and Science; *internship* – Ministry of Education and Science; *vocational training without leaving the production and labor training program* – Ministry of Labour; *continued training at the workplace* – employers; *private courses* – employers, corporations, individuals; *courses conducted by the labour organizations* – unions.

The evaluation of this experiment in 1990 led to the conclusion that it is

very difficult to find the required number of places in the companies for full-time internship. It is more difficult to convince small firms to take students and provide supervised practice, to give them opportunity to use the equipment of the required quality. There were dissatisfied people with the modularization of the curriculum in gymnasium and schools. Many teachers and students considered modular learning to be too fragmentary [1, p. 34–38].

The vocational education and training are carried out in vocational schools which provides more than 6 months of training directly in the workplace and in the form of vocational training in the workplace under the relevant agreement.

Most institutions where students receive basic and secondary education are financed by the municipalities. The private schools are under public supervision: they work according to the main curricula and take into account the qualification requirements approved by the National Education Board. Like other educational institutions, they are financed equally by the municipalities and the state. The responsibility for financing education is divided between the state and local authorities. The state's share in the financing primary and secondary education is 57 %, and the municipalities – on average 43 %.

The organization and control of the system is the responsibility of the trilateral qualification commissions, which include *the representatives of the employers, the national education administration and teachers* [2].

In O. Shcherbak's opinion, the experience of reforming vocational education of Finland deserves attention. In

the 90s years of the last century, the association of small vocational schools in large multidisciplinary and multifunctional vocational educational institutions took place; the decentralization of the management of the vocational education took place which provided for the transfer of the part of the authority to the municipal authorities and at the level of educational institutions [2].

In the system of after-secondary vocational education of Finland, more than 260 analogues of vocational schools of Ukraine were included, occasionally, technical schools. The reform provided their elimination in order to raise the standards of vocational education and the level of training by creating, instead of them, higher vocational (professional) institutes of the model of those existing in Germany or the Netherlands.

Today, *the tripartite monitoring systems* operate and the recommendations are made both at the national level and (often) the regional level. In Finland, the business representatives have wide opportunities for the cooperation with the central government during the formation of the institutional structures for the professional sector of education [3, p. 124–126].

Analyzing the reasons of the successful transition of *Poland* to democracy, E.Gregem notes that they are rooted not only in the transformation of its governmental institutions, but also in the activity of the citizens and public organizations. Since non-governmental organizations and most of the public associations were banned during 45 years of the communist regime, the involvement of the citizens was not a tradition for Poland in the early 90s [4].

Today in Poland, the concept of “system of learning” is replaced by the term “education system” (edukation), which is understood broader. Two programs “Program Reform” (1997) and “Structural Reform” (1998) were adopted [5].

The new school system includes training from kindergarten to the post-graduate studies. The VTE starts with 3 year-old profile lyceum or 2-year vocational school which the youth passes after the gymnasium (16 years). The lyceum has a general education and profiles, and its graduate can start studying at the university. The vocational school provides professional qualifications and the possibility of continuing in two-year additional lyceums which give the right to compulsory education in the universities. Both types of schools implement the rule of compulsory education up to the age of 18, both of them open the door for further science. The model of training in a new type of school – a four-year technical lyceum – was developed in accordance with the European standards and it received positive feedbacks from the EU experts.

The professional standards have been developed in accordance with the International Standards for the Classification of Occupations (ISSO) – 1988, adopted at the International Labor Statistics Conference in Geneva in 1987.

In the EU countries, senior school education is classified as post-basic and post-compulsory, it begins after the completion of the first stage of general secondary school (young people aged 15–16), students may choose to continue the way for the further education. These may include the institutions of general secondary education, vocational training, pre-university train-

ing, gymnasium and lyceums of academic bias. There are various forms of the implementation of training at this educational level – partial training in combination with the work at the production, distance education, general education combined with gaining the professional qualifications, modular way of organizing training at a senior secondary school.

These and other types of educational services can be provided both complex in upper secondary education institutions (Austria, Great Britain, Ireland, Spain, Norway, Portugal, Finland) and distributed among different types of schools, as it is typical for Denmark, Italy, France, Germany, Greece. Such-variational diversifying approach to the organization of studying in the high school of the European countries, according to conclusions of N. Lavrichenko, is determined in some way by the historical and cultural peculiarities of the development of these countries and their educational systems [6].

The peculiarity of the modernization of education management in the EU countries is the tendency towards the structural integration between general and vocational education and the corresponding educational institutions in order to develop a curriculum that combines the theory and practice, academic education and special education for schoolchildren, namely: the strategy of extending the terms of study in the high school which affects the extension of unified basic training cycles (Italy, Spain, the Netherlands), as well as an increase in the age bracket which, after reaching, the young people can consciously choose a branch of the specialization; the creation of new or-

ganizational-pedagogical systems that increase the possibility of free movement between various educational and practical, professional sectors of activity (the leaders of this movement are Spain, France, Denmark, Sweden, the Netherlands, Finland); creation of new basic programs, which are the same for all branches of secondary and vocational education, designed for 1–2 years, which is the basis for the further specialization in one or another field of professional activity (Denmark, Finland, the Netherlands, Norway, Sweden, Switzerland); the transformation of school education and training into a multicomponent model in which each student can choose his or her own trajectory for general secondary education in combination with professional training (France, Italy, Norway, Sweden, Switzerland); the involvement of the employers in the development of a secondary school curriculum is increasing (Denmark, Finland, Italy, the Netherlands, Norway, Spain); the combination of the opportunities of educational preparation and practical activities of the schoolchildren due to the diversification of the training courses, an integrated approach to their teaching [7, p. 59–60].

In the recent years, the EU has made great efforts to expand the European educational space. In addition to carrying out projects at the EU level, a number of policy documents have been adopted in the field of VTE. The two most important of these are the Barcelona Program “Detailed Work Program for the Achievement of the Goals of General and Vocational Education in Europe until 2010” (2001) and the Copenhagen Declaration “The Declaration on Enhanced European Coopera-

tion in the Field of PTO” (2002), which determine the long-term, strategic development of the PTO and, in particular, the formation of the European educational space. The program “Detailed work program for the achievement of the goals of the system of general and vocational education in Europe until 2010” is based on the following three strategic objectives:

1. *Improving the quality and efficiency of the system of the general and vocational education systems in the EU.* To achieve the highest quality in the secondary and vocational education in order to enable Europe to be recognized as the analog of quality and importance of its systems, as well as the institutions of general and vocational education worldwide.

2. *Facilitated access to the vocational education for all systems of general and vocational education in Europe will be common at such level that the citizens will be able to move freely within these systems and take advantages of their diversity.*

3. *Openness of general and vocational education systems regarding the content.* Europe is open to mutually beneficial cooperation with all other regions and should become the main goal of the students, lecturers and researchers from other regions of the world [8].

In order to implement the Program, the Declaration “Declaration on Enhanced European Cooperation in the field of VTE” was adopted with three priority directions, the working group of experts was created for each one:

1. *Increasing transparency for competencies and qualifications.* It is planned to increase the transparency of the functioning of VTE systems, processes

and results of VTE through common tools (EuroBiography, EuroPassport).

2. *Quality assurance of VTE.* Development of a common model, methodology, criteria and principles for quality assurance of VTE.

3. *Development of the European Credit and Accounting System in the field of VTE.* Development of common principles for assessing and recognizing what an employee is learning in an informal environment on an informational basis, as well as the development of trustworthy information and advisory support that improves the access to lifelong studying.

It is necessary to pay attention to the fact that regional authorities have a wide range of competences for the management of vocational education in the EU countries and training and the development of educational policies taking into account the regional needs of the labor market: in particular, local departments of vocational education, employers (UK), the right to qualify the young workers and the issuance of diplomas and certificates is transferred from government agencies to *the local authorities* (France), the principles of financing the communal employment policy – socio-economic feasibility (but not effectiveness) and the use of different sources, including the municipal budget, the funds of employment services, international funds, church, and other sponsors (Germany), based on the national curriculum, each institution prepares its curriculum, due to the modular structure of training courses for secondary education and training *at the workplace, students can* combine the classes of general education and professional profiles (Sweden), in the condi-

tions of regionalization, each territory independently solves existing problems related to the local labor market. It is particularly important that the appropriate monitoring and forecasting of the needs of training specialists for the country is implemented at all levels of management, taking into account the development of the national economy (Finland).

Conclusions. The mutual approximation and integration of the main profiles of post-secondary school education – academic, technological and professional – directly affect the formation of the content of the curricula in the EU. In particular, senior students who choose general education, academic and training profiles are offered the training courses of professional and technological directions, and vice versa: a standardized educational component for all students is introduced in professional colleges and lyceums.

Taking into account such measures in Ukraine in reforming the education system will ensure the transferability (the possibility of free change, transitions) and transparency (mutual transparency, openness) between the unequal in the past and equivalent nowadays directions of educational preparation – general and vocational.

The introduction of an ambivalent approach – on the one hand, focuses on higher education, and on the other hand – on the world of work.

The high efficiency of the system of vocational education will be determined by the decentralization of the management, when the state controls the training in vocational schools, and self-government bodies of entrepreneurs – training at the production.

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Lyaschenko Oksana Alekseevna,
*post-graduate student of the Department of
Parliamentarism and Political Management,
National Academy of Public Administration
under the President of Ukraine, 03057, Kyiv,
Str. Eugene Potier, 20, tel.: (067) 254 00 02,
e-mail: Ksena_l@inbox.ru*

ORCID: 0000-0003-0319-1394

Лященко Оксана Олексіївна,
*аспірант кафедри парламентаризму та
політичного менеджменту, Національна
академія державного управління при Пре-
зидентові України, 03057, м. Київ, вул. Еже-
на Пот'є, 20, тел.: (067) 254 00 02, e-mail:
Ksena_l@inbox.ru*

ORCID: 0000-0003-0319-1394

Лященко Оксана Алексеевна,
*аспирант кафедры парламентаризма и
политического менеджмента, Националь-
ная академия государственного управ-
ления при Президенте Украины, 03057,
г. Киев, ул. Эжена Потье, 20, тел.: (067) 254 00 02, e-mail: Ksena_l@inbox.ru*

ORCID: 0000-0003-0319-1394



EXPERIENCE OF EUROPEAN COUNTRIES ON INTERACTION OF CIVIL SOCIETY AND AUTHORITIES IN THE CONDITIONS OF POLITICAL CRISIS

Abstract. This article analyzes the experience of European countries for interaction between civil society and government in a political crisis. It analyzes and summarizes the features of the interaction in modern conditions between civil society and government in Europe. The attention is focused on the potential national “round” tables as tools for overcoming the political crisis, the results of which were recorded in the relevant regulations. Overview of basic principles and factors on which the interaction between civil society and government are built and focus on the role of civil society as a partner in government.

Keywords: public administration, international experience, interaction between civil society and government, the political crisis, the national “round” table.

ДОСВІД ЄВРОПЕЙСЬКИХ КРАЇН ЩОДО ВЗАЄМОДІЇ ГРОМАДЯНСЬКОГО СУСПІЛЬСТВА І ВЛАДИ В УМОВАХ ПОЛІТИЧНОЇ КРИЗИ

Анотація. Проаналізовано досвід європейських країн щодо взаємодії громадянського суспільства і влади в умовах політичної кризи. Проаналізовано та узагальнено особливості процесу взаємодії в сучасних умовах між громадянським суспільством і владою в європейських країнах. Акцентовано увагу на можливостях національних “круглих” столів як одного з інструментів виходу з політичної кризи, результати яких було зафіксовано у відповідних нормативно-правових актах. Узагальнено основні принципи і фактори, на яких будується взаємодія громадянського суспільства і влади та звернено увагу щодо ролі громадянського суспільства як партнера влади.

Ключові слова: державне управління, зарубіжний досвід, взаємодія громадянського суспільства і влади, політична криза, національний “круглий” стіл.

ОПЫТ ЕВРОПЕЙСКИХ СТРАН ПО ВЗАИМОДЕЙСТВИЮ ГРАЖДАНСКОГО ОБЩЕСТВА И ВЛАСТИ В УСЛОВИЯХ ПОЛИТИЧЕСКОГО КРИЗИСА

Аннотация. Проанализирован опыт европейских стран по взаимодействию гражданского общества и власти в условиях политического кризиса. Проанализированы и обобщены особенности процесса взаимодействия в современных условиях между гражданским обществом и властью в европейских странах. Акцентируется внимание на возможностях национальных “круглых” столов как одного из инструментов выхода из политического кризиса, результаты которых были зафиксированы в соответствующих нормативно-правовых актах. Обобщены основные принципы и факторы, на которых строится взаимодействие гражданского общества и власти и обращено внимание на роль гражданского общества как партнера власти.

Ключевые слова: государственное управление, зарубежный опыт, взаимодействие гражданского общества и власти, политический кризис, национальный “круглый” стол.

Target setting. The defining feature of modern Europe is represented by integration processes that ensure the development of Western Europe, became a model for other countries. The formation of the European Union (hereinafter – EU) was a complex, multistage process in which participating coun-

tries had to solve severe economic, social, political and legal problems, to find adequate answers to the challenges of time. And this process continues, faces new challenges – the global economic crisis, the exit of the UK and the EU, “the crisis of migrants”, war in Ukraine and the attitude of the political forces

in the EU, all developments create a new history of old Europe.

Today, Ukrainian state also is facing challenges that require new approaches and understanding of what is happening. The political crisis is one of those challenges that reduces the effectiveness of the public administration and rise uncontrollability of the processes in society, which in turn affects the country's economic life, social protection of citizens and national security.

Ukraine has chosen the European way of confirming the signing of the Association Agreement with the European Union. The course of European integration, adaptation of national legislation to European standards, positioning Ukraine as a European country at the international level requires a clear understanding of the process of interaction between civil society and government in the EU, especially in a political crisis and the need for further study of these processes. Solving these problems allows Ukraine to use the positive experience of the EU and to avoid the mistakes that were made in European countries.

Analysis of recent research and publications. In Ukraine, the analysis of problems of interaction between civil society and government was held by T. Belska, S. Dorogyh, A. Kolodiy, A. Paliyuk, O. Sosnin, A. Myhnenko, V. Yablonsky, A. Onishchenko and others. Study of theoretical and practical aspects of the political crisis is covered in the works of Yu. Matsiyevskiy, I. Zabelina, A. Kolodiy and others.

Cooperation between civil society and the state in the European context was discussed in the writings of such scholars as J. Buchanan, Z. Katz, I. Ko-

karev, P. Conroy, G. Lovenberh, E. Pain, S. Peregudov, Yu. Rubinskyi, S. Schoenberg and others.

The purpose of the article is analyzing and summarizing the experience of European countries regarding the interaction between civil society and government in a political crisis.

The statement of basic materials. Late twentieth and beginning of XXI century were marked by a number of qualitative changes in the political life of many European countries. The main factors of these changes were as following: 1) the collapse of the Soviet Union and the socialist model of social development, which for a considerable period after the Second World War, significantly influenced the socio-political processes not only in Europe but throughout the world; 2) qualitative changes in social and economic structures of developed countries, which led to significant changes in the social and political spheres; 3) integration processes in Europe and the European Union as an independent institution constantly expands and deepens the level of its own competence and self-sufficiency. [1]

European countries differ in terms of economic development, stability of political systems, national characteristics. And despite the unification into a single political and economic space, all EU countries seeking to escape political and economic crises are at certain stages of stabilization and destabilization of public administration. According to Jean Monnet, this situation is the best way to "ever closer union". He insists that "Europe will be created in crisis, it will be the sum of the decisions taken to address these crises" [2].

Almost every EU country has its own experience of building process of interaction between civil society and government and how to overcome the political crisis. However, you can isolate the common principles of building a democratic society, which formed the basis for the unification of European space based on European values. The founders of a united Europe were guided by the belief that only democracy, based on freedom, guaranteeing end of day conflicts and wars in the Old World. Integration primarily promoted market liberalization and further open borders. The foundation of the United Europe rests on the four freedoms (free movement of people, goods, capital and services) [3].

The main criteria of life of European countries is the development of democracy, civil society, social and legal state. European vector of Ukraine determines the need for movement towards the European model of civilization, securing European criteria. Progress in all areas of society and the state is possible only in case of the operation and development of an active civil society.

According to the social contract, European countries give a part of their authority structures of civil society, and to replace these structures they involve citizens in solving social, political and economic issues. [4].

Civil society is an integral part of public, social, political, spiritual and cultural life of the EU. The importance of development and the principles governing cooperation with EU institutions and Member States associations were recognized and defined in 50s years of the 20th century. Thus, the Council of Europe in 1951 recognized

the importance of CO and citizens' right to assembly and association is guaranteed with a number of conventions. An important step in recognizing the role of civil society was the adoption by the Council of Europe of the "Guidelines for the development and strengthening of CO in Europe" in 1998 and "Fundamental Principles of the status of CO in Europe" 2002. [5].

In particular, the Treaty of Rome dates 1957 the European Economic and Social Committee (hereinafter – EESC) was created in order to involve economic and social interest groups in the process of formation of the common market. EESC members represent various segments of civil society of EU countries – employers, trade unions and representatives of public organizations dealing with environmental protection, consumer rights, small and medium enterprises and others. In practice, it is the participation and, indeed, the EESC initiative, that builds the bilateral EU platform of civil society and third parties. EESC enables representatives of economic, social, social-professional, civic organizations to be an integral part of policy and decision-making at EU level [6].

Civil society in the EU operates in a complex multi-level management system of supranational representative bodies. It can be defined as one that has two ways: vertical, which has a national and European level and horizontal, which includes network and stakeholders [5].

For example, the Belgian state has framework agreements with institutions of civil society (non-state organizations) and these agreements set goals and ways off implementation of their

initiatives. Belgium recognizes those non-state organizations that provide all the necessary guarantees that subsidies provided by the state will be used properly and effectively. The interaction of state bodies of the Republic of Austria with civil society and public involvement in the formulation and implementation of public policy is governed by a number of federal and land laws. In the UK, the scope of civil society is governed primarily by regulations. Like other western democracies, the political system of Denmark is a representative democracy in which joint decisions are made by Parliament, which is usually every four years elected by popular vote. According to the Constitution of Denmark (revised in 1953), that elections are a reliable mechanism to ensure accountability of parliament and the government to the citizens of Denmark. In Spain since 2005 there are plans to create and implement the project "Open Government", which should facilitate interaction between state and civil society institutions at all levels [7].

Functionally European system of cooperation between government and civil society is quite flexible and consists of the following ways of interacting as specific advice on the various social and political issues, regular and special meetings (on the development of biotechnology, environment, etc.) and public online consultations with the publication of the relevant public materials in Internet, allowing civil society and its representatives involved in the process of public decision-making to agree on issues that appear in European review [5].

However, despite these progressive, democratic approach to the process of

interaction between civil society and government, today the EU is experiencing perhaps the most serious political crisis. It consists of the following factors, according to some researchers [2].

The first — an internal policy in the member states, which is formed on the background of popularity national governments and their voters in EU. More specifically, it is the elections that this and next year will take place in several key EU countries and ratings of populist parties: those calling for withdrawal from the community, solving supranational issues through referendums against the regime of economy by closing borders etc.

The second factor is the migration, or "migration" crisis that affects the configuration of political forces in the national governments and encourages civil society in these countries to organize in order to protect their interests against the public policy and the possibility of coming to power of ultra-right forces (for instance, Germany, France Poland and others) [2].

These factors stimulate the search for new ways of interaction between civil society and government to end the political crisis. Each EU country has its own tradition of interaction between civil society and government in a political crisis and its own vision out of such crises.

So-called national "round tables" became the tools to overcome the political crisis in the EU.

National "round table" as a tool for solving the acute political crisis appeared in world political practice in the last quarter of the twentieth century. The idea of the national "round table" as

a means of politics is to solve the political crisis through dialogue, through the search for solutions, in a way acceptable to all parties to the conflict [8].

The first textbook successful example of national “round table” were the negotiations between the government and all parliamentary political forces in Spain in 1977, which ended with the signing of several agreements, called “Moncloa Pact” (Los Pastos de la Moncloa in Spanish). These agreements provided for a number of measures to reform various spheres of social life [8].

So you can see how the process of self-development of society, civil society also play a kind of stabilizing role. The civic are structures designed to define rules that can overcome the destructive potency of various fighting forces and channel the interaction of civil society and government into a positive, creative direction [9].

The following examples of successful national “round tables” were provided by the era of “velvet revolutions” in Central and Eastern Europe in 1989 (Poland, Hungary, Bulgaria, Czechoslovakia, East Germany). In these countries, “round tables” played the role of an effective instrument of democratic reform of the political system and pluralistic government, although the role and importance of these measures for the political development of countries was different [8].

We agree with [10], that the common features of the mentioned above national “round tables” are as follows:

- in all of these countries national “round tables” took place in the transition period from authoritarianism to democracy; it is obvious that the specific problems of democratic transition

led to the emergence of a new form of political settlement of conflicts;

- these national “round tables” had a broad agenda (the strategic priorities of country’s fundamental political and economic reforms, etc.);

- the results of national “round tables” were implemented to specific regulations embodied in a future life.

These national “round” tables at one time became a peaceful alternative to address complex policy issues and their decisions became law for European countries.

Conclusions. Thus, analyzing the European experience regarding the interaction between civil society and government in the political crisis, we can conclude that social activity is essential for a democratic society, namely the initiative and voluntary participation of people in policy making at different levels. Recognizing the role of civil society partnership in cooperation with the authorities, European countries systematically involve citizens and their associations in developing and implementing of public policies in all areas. With this approach to resolve the political crisis in the EU we can highlight the basic principles of interaction between civil society and government, such as transparency, participation and accountability, which is the basis of modern “Good government”.

Summarizing the experience of European countries regarding the interaction between civil society and government in a political crisis we can highlight key factors such interaction, namely social activity, partnership, openness and responsibility of all participants in the interaction, political independence. A civil society is a fun-

damental value of the European Union and is seen as one of the key principles of democracy.

However, given the dynamic changes in the political life of both the European Union and Ukraine, there is a need for further studies of the interaction between civil society and government in a political crisis.

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Naplyokov Yuriy Vasilievich,

Master of Strategic Sciences, Master of Military Art and Science, a senior instructor of the department of training of peacekeeping personnel, Colonel, National University of Defense of Ukraine named after Ivan Chernyakhovsky, Ukraine, 03049, Kyiv, Povitroflot-sky prospect, 28, tel.: (098) 242 13 53, e-mail: designyv@gmail.com

ORCID: 0000-0002-0343-8337

Напльоків Юрій Васильович,

магістр стратегічних наук, магістр військових наук та військового мистецтва, старший викладач кафедри підготовки миротворчого персоналу, полковник, Національний університет оборони України ім. Івана Черняхівського, Україна, 03049, м. Київ, Повітрофлотський проспект, 28, тел.: (098) 242 13 53, e-mail: designyv@gmail.com

ORCID: 0000-0002-0343-8337

Наплёков Юрий Васильевич,

магістр стратегічних наук, магістр військових наук і військового мистецтва, старший викладач кафедри підготовки миротворчого персоналу, полковник, Національний університет оборони України ім. Івана Черняхівського, Україна, 03049, г. Киев, Воздухофлотський проспект, 28, тел.: (098) 242 13 53, e-mail: designyv@gmail.com

ORCID: 0000-0002-0343-8337



ADAPTATION OF THE SYSTEM THROUGH MANAGEMENT OF ITS CENTER OF GRAVITY

Abstract. In the article, it is analyzed an approach how to lead change to adapt an organization (system) to the environment through influence on the center of gravity (COG) of the system. Leading change of the complex system requires influencing on the COG of the current system through its critical elements and protection of the COG of a desired future system.

Keywords: system, environment, center of gravity, adaptation, leading change, stability, equilibrium, effectiveness.

АДАПТАЦІЯ СИСТЕМИ ЗА ДОПОМОГОЮ УПРАВЛІННЯ ЇЇ ЦЕНТРУ ТЯЖІННЯ

Анотація. Проаналізовано підхід щодо керування зміною для адаптації організації (системи) до середовища через вплив на центр тяжіння (ЦТ)

системи. Керування зміною складної системи вимагає впливу на ЦТ існуючої системи через його критичні елементи та захист ЦТ бажаної майбутньої системи.

Ключові слова: система, середовище, центр тяжіння, адаптація, керування змінами, стабільність, рівновага, ефективність.

АДАПТАЦИЯ СИСТЕМЫ С ПОМОЩЬЮ УПРАВЛЕНИЯ ЕЕ ЦЕНТРА ТЯЖЕСТИ

Аннотация. Проанализирован подход к управлению изменением для адаптации организации (системы) к среде через воздействие на центр тяжести (ЦТ) системы. Управление изменением сложной системы требует воздействия на ЦТ существующей системы за его критические элементы и защиту ЦТ желаемой будущей системы.

Ключевые слова: система, среда, центр тяжести, адаптация, управление изменениями, стабильность, равновесие, эффективность.

Target setting. Resistance of the system to change does not support its adaptation under influence of the changeable environment. To adapt the complex system in order to maintain its effectiveness requires researching essential questions about when and how to lead change.

Analysis of the recent research and publications. A social system is a complex system with a big amount of agents that can behave in unpredictable ways. Jones Wendell supposes “In complex systems, the connections are critical, but individual agents are not [1].” He explains, “Simple rules result in complex and adaptive responses — they are not predictable. Each of the agents has a choice of responses within the confines of the rules” even they are based on similar believes, values, and national culture.

To lead the complex system may require identification of a certain critical element such as the COG of the system to create and implement change. The

COG is one of “primary sources of moral or physical strength, power and resistance” [2, p. IX], a key notion of the system. Identification and managing of the COG may help to lead the complex system properly. The COG has its critical elements (figure 1) such as critical capabilities (CC), critical requirements (CR), and critical vulnerabilities (CV) [3, p. B–3]. The COG and its critical elements present a foundation for design of change that should logically explain how to adapt the system to the environment and/or shape the environment in order to achieve the goal.

Dr. John Kotter proposes 8-stage process of creating major change. It includes “establishing a sense of urgency, creating the guiding coalition, developing a vision and strategy, communicating the change vision, empowering broad-based action, generating short-term wins, consolidating gains and producing more change, and anchoring new approaches in the culture” [5, p. 23]. All stages above are relatively

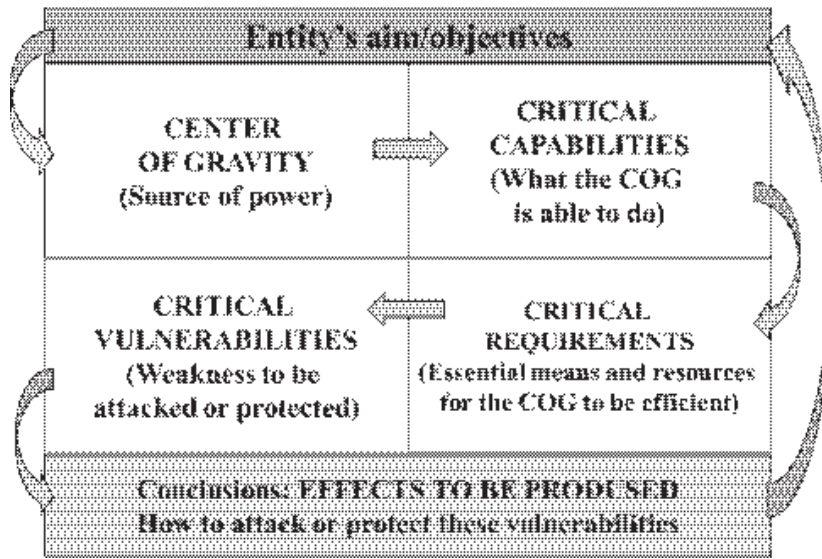


Fig. 1. Centre of Gravity Framework

Source: adapted by the Author based on the “Centre of Gravity Analysis Matrix” [4]

common for a human system. It is possible to assume that they are connected with critical elements of the system COG. For instance, “establishing a sense of urgency” may be similar to understanding the problem and the need of change. “Creating the guiding coalition” can be connected with identification and protection of the COG of the future desired system. “Developing a vision and strategy” coincides with visualization of a desired end-state, developing operational approach and design. Thus, it is possible to assume that the notion of COG and its critical elements can be applied to lead change.

Both, leadership and management are involved in leading change. Leadership of change combines “establishing direction, aligning people, motivating and inspiring”. It leads to change, growth, commitment to the vision. Management encompasses “planning and budgeting, organizing and staffing,

controlling and problem solving”. It produces a degree of predictability and order [5, p. 29].

Dr. Peter Senge in his book “The Fifth Discipline” introduces the notion of the learning organization [6, p. 3–4], as an alive, agile and adaptable system with delegation of authority, decentralized command, constant feedback, creative and motivated environment. This system adapts to the environment quickly and maintains equilibrium between the system and the environment. To create this organization he proposes to use five disciplines to lead change: systems thinking, personal mastery, mental models, building shared vision and team learning [6, p. 6–9].

To implement change the leader has to make a decision based on experience, current data, a feedback loop, human perception and national, organizational, and decision-making (DM) cultures [7, p. 3]. DM process takes time

because the system reacts to the environmental change with delay. Coefficient of dynamic equilibrium (K_{eq}) between the system and the environment defines this delay [8, p. 9] and shows how the system and the environment fit with each other.

Thus, recent researches and publications present leading change as theoretical description relationships between the system and people, but they do not provide a practical tool for the leader to adapt the complex system to the environment based on notions of system stability, equilibrium and the COG.

The purpose of the article is to analyze the approach how to adapt the complex system, develop theoretical interpretation and a practical tool to lead change through influence on the COG of the system.

The statement of basic materials. Technological development, globalization, a big amount of players, and intensive communication networks continuously change the environment. It disturbs equilibrium between the system and the environment. In these conditions the system can start losing effectiveness quickly without adaptation.

Leading change is a complex process that assumes second and third order effects based on a certain degree of chaotic interactions among system agents. The notions of balance, equilibrium, and the COG of the system may be fundamental in order to understand how to lead change, make decisions and develop reforms for system adaptation.

System development presents a cycle process of transition from an obsolete structure to a new one. The system forms a structure in order to survive and be safe in the given conditions be-

cause the structure is stronger than chaotic and vulnerable combination of independent elements of the system. A structure organizes coexistence of system elements in the best way based on common rules of behavior (organizational, national culture). A new structure appears in a certain moment as system adaptation to strong interior and/or exterior influences on the system. Satisfaction of growing human needs is an example of interior system change and technological innovations and revolutions are examples of exterior influence. An organization presents a human system with social and individual development under influence of environment and personal human traits, mental models that are presented by organizational, national, and corporate cultures.

On one hand, system development looks problematic because stability means no changes. On the other hand, continuous controlled change can establish maximum system balance and, therefore, stability. It is possible to imagine system stability as physical system stability and human stability of team members based on mental models that are fundamental and the most difficult for change. Change assumes risk because it can damage system stability.

To maintain equilibrium between the system and the environment and achieve the end-state may require system adaptation to the environment and neutralization of the COG of the environment (opposing side) – shaping of the environment. It is possible to shape the environment and still keep a previous system structure, but in many cases, in conditions of complex and changeable environment, system adaptation is getting primary.

System adaptation is transformation of the system through the chain of different reforms (events, efforts) that are combined in operational design (OD) (figure 2). To identify which reforms the system needs it is important to understand the end-state, the environment, the COG of the current system and the COG of the desired future system.

To understand leading change in the framework of OD requires clarification of notions of own system and an opposing system (side). The opposing side is a system that you are going to influence (change) when own system you are going to protect. It is possible to imagine an opposing side as own system that resists changing. Thus, the old system is the opposing side and a desired future system is own system.

There is a paradox of system development: the system should be adapted to the environment and the system resists changing in order to protect itself from destruction. On one hand, the COG provides system resistance,

therefore, to protect own COG is important. On the other hand, it makes the system not adaptable. The COG is a key concept of any system that defines its stability. To manage the COG means to control system balance. To influence on the system COG means to influence on system behavior by minimum means. It is like “precise target shooting at night with a night-vision device”.

Understanding of the need of change and visualization of the design to implement this change facilitate inspiring superior leaders and subordinates to adapt the system quickly. The COG of the own system and the COG of the opposing side present a basis for OD to achieve the end-state and maintain equilibrium between the system and the environment.

The logic of the OD is to assemble actions in space and time to establish conditions required to deactivate the COG of the opposing side while defending the COG of own (desired) system that is presented by an innovative coalition. Thus, leading change means

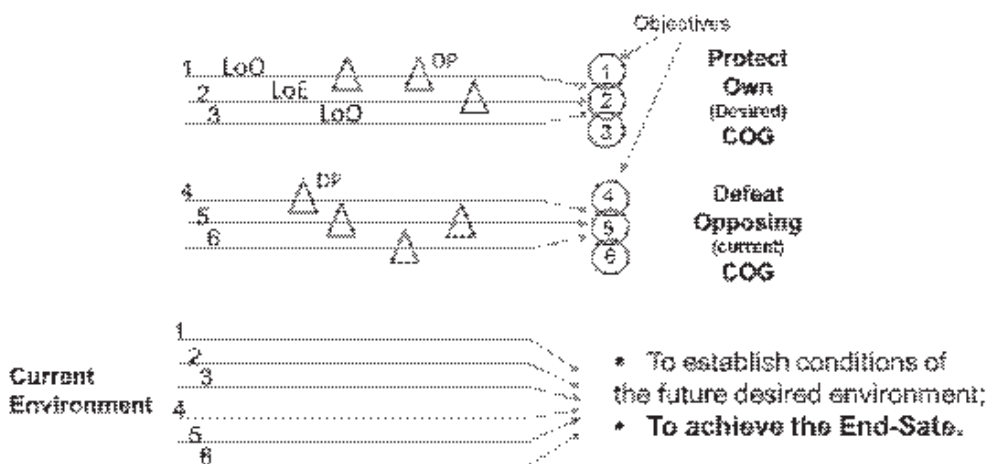


Fig. 2. Operational design framework

Source. Created by the author

management of the COG as transformation of the COG of the obsolete system to the COG of the desired future system.

The elements of the OD are decisive events (points)(DPs), lines of operations (LoOs), lines of effort (LoE), objectives, and the end-sate (figure 2). The OD should present “the concentration of strength against weakness” [9, p. 334]. CRs and CVs can become decisive Events or Points, Tasks, Objectives or Missions. Logical groupings of related CRs and/or CVs can become Lines of Effort/Operations [10].

Dale Eikmeier explains relations between the COG and its critical elements (figure 3). One of the means that is able to perform CC is the COG and CRs and CVs are supporting elements of the COG.

Also he proposes a method to identify the COG of the complex strategic system in the framework of Ends, Ways, and Means (figure 4). Properly identified COG is vital to leadchange successfully. “Does or Uses Test [10]” separates

the COG from its critical elements. The COG: 1) *Supported/Does* – inherently capable to achieve the specific task or purpose as defined in the “Ends;” executes the primary actions (critical capabilities) that accomplish the “way;” does the action and uses resources to accomplish it; 2) other means (*Supporting/Used*) – are used or consumed by execution of the primary actions (critical capabilities); contribute to, but does not actually perform the critical capabilities.

The logic of the OD should prove the validity of critical elements of the COG The author suggests if CCs, CRs, and CVs, as possible objectives/decisive points, do not support effective achievement of the end-state in the framework of the OD, it means that they are not critical for the COG or they are not CCs, CRs, and CVs at all. If achievement of the end-state is problematic and takes a relatively long period of time or we do not understand the end-state clearly, it means that the identified COG is wrong. A properly

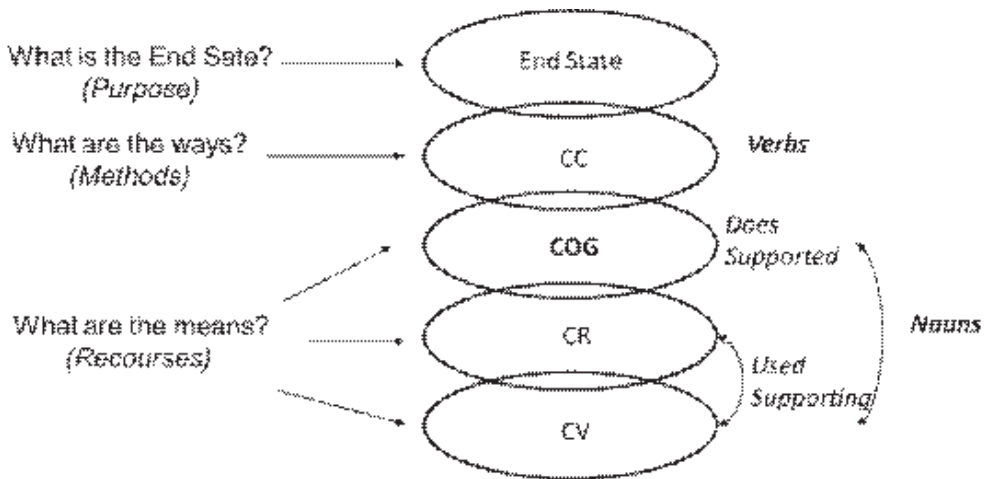


Fig. 3. The structure of relations the COG with its critical elements

Source: [10]

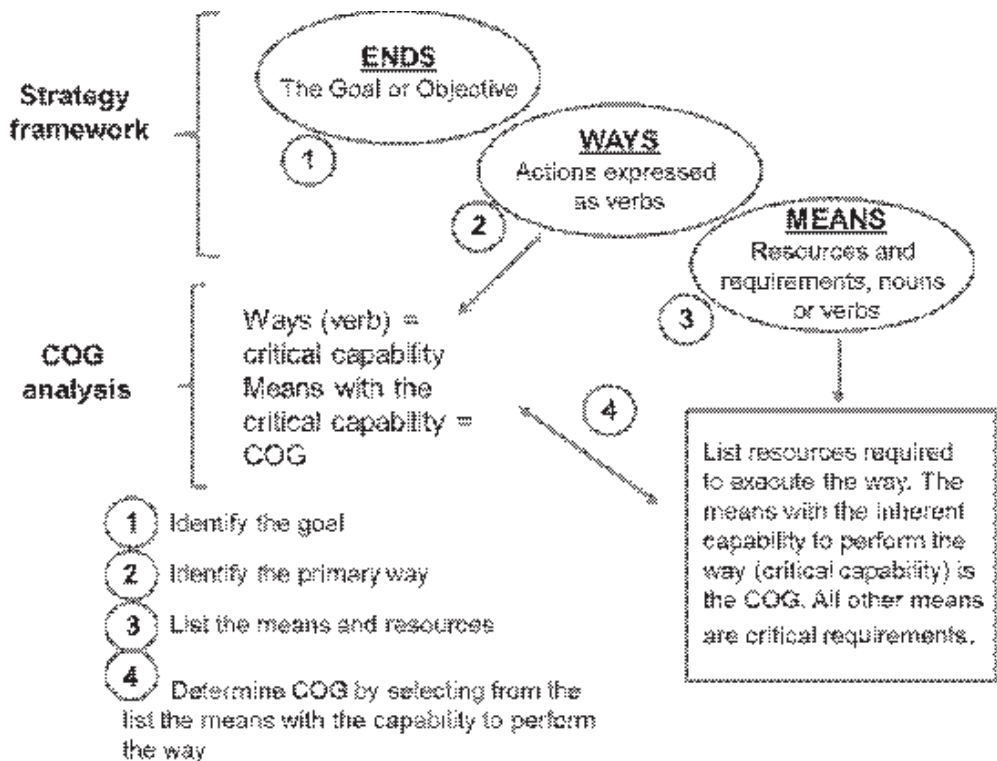


Fig. 4. A method for COG identification in the strategic framework

Source: [11]

identified COG allows building effective OD to achieve the end-state by minimum means.

To create a new system requires visualizing of a new COG that should be protected in advance. For example, one of the stages of the leading change process according to J. Cotter, “creating a guiding coalition”, may be considered as a COG of the future system. Also, stages “developing a vision and strategy, generating short-term wins” can allow decreasing system vulnerability in a period of transition or shift from the current structure to a new one. To protect the COG of the desired system is important to understand and visualize possible system behavior. The iPhone brand and its motto – “Giving people

what they think and not just people want” can be an example how to lead people and force them to buy its products.

The notion of COG is directly connected with system stability. Therefore, understanding of the COG conception may help a leader to save system stability and impellent change. There are three type of equilibrium: stable, unstable and neutral equilibriums (figure 5).

The leader should be skillful in managing system equilibrium in order to save its functionality. For example, adaptation requires unstable equilibrium when system is vulnerable and ready to take any structural change. In this moment a system looks for the best position, place in the new environment



Fig. 5. Types of equilibrium

Source: [12]

and a leader's role is to direct this system on the right way – to save system functionality through adaptation to the environment. After that, the system can take a position of stable or neutral equilibrium again.

Unstable and neutral equilibrium may characterize flexible sensitive systems such as learning organizations. The unstable system is easier to influence than a stable one. To implement change requires establishing of conditions of unstable or neutral equilibrium. The process of system development is discrete, but the learning organization has continuous feedback that may be even invisible. This organization implements change quickly without big resistance and has K_{eq} that tends to "1". It allows keeping system effective and competitive with others.

In many cases, the system may have an "irregular" shape due to complexity and dynamic of change. To find the COG may require continuous feedback about a "shape" of the system. The COG can be changeable [13, p. IV–24] and, probably, hired and invisible. Thus, to monitor the COG is a complicated process.

System adaptation to the environment or/and shaping of the environment in advance or, at list, in time may provide stable equilibrium for the system. Misunderstanding of the environment and the system, because of weak

leadership and feedback, does not facilitate adaptation and makes the system not effectiveness. Growing conflict between the system and the environment creates unstable equilibrium and, eventually, destroys equilibrium at all.

The author suggests that there is a certain critical K_{eq} (K_{eqcrit}) when the system starts losing stability without a possibility to be restored and eventually creates a new structure. It may correspond to a bifurcation point. It is possible to assume that K_{eqcrit} may be the same for any system under conditions of similar human perception, sensitivity, culture, and other. One of the important system characteristics can be speed of system adaptation (V_{ad}). The first derivative of K_{eq} may describe this speed:

$$V_{ad} = f'(K_{eq}).$$

Delay in system reaction due to system resistance, inertia of the DM process, time for implementation and feedback can define V_{ad} .

V_{ad} describes dynamic of system adaptation. The inequality $V_{adx} > V_{ady}$ means – the system X is more adaptable and effective than the system Y. For example, the system X is less effective ($K_{eqx} = 0,4$) and the system Y is more effective ($K_{eqy} = 0,7$), but $V_{adx} > V_{ady}$. It means that in this moment the system X is more adaptable than the system Y. Speed of system adaptation (V_{ad}) can define also success of the leadership. An example of the successful leader can be

Louis V. Gerstner Jr., a chief executive officer of the IBM, who has headed the company for nine years (1993–2002). He revived the IBM from stagnation by successful leading a dramatic change [14, p. 88].

System adaptation may require replacement the COG of the system by a new one, for instance, through change of the system structure or organizational culture. In this period, the system becomes unstable and vulnerable. Providing dynamic equilibrium between the system and the environment may maintain system effectiveness under condition: $1 > K_{eq} \geq K_{eqcr}$. In this case, the system should be adaptable, but open in a certain degree to keep functionality. If $K_{eq} = 1$, the system is in the process of endless change which is impossible to control.

When the system is about to achieve the K_{eqcr} , usual Ways and Means do not help anymore to achieve Ends and without further adaptation, the system can start losing effectiveness up to complete destruction. For instance, it is possible to suppose that Ukraine today is in conditions of unstable equilibrium or non-equilibrium due to low adaptation to the fast environmental change. It makes the current Ukrainian system not effective. On the other hand, instability gives Ukraine, as a social system, an opportunity for quick adaptation by a proper leading change.

Understanding of the place of the COG, vision of its possible movement (because of the need of structural change as part of adaptation to the environment) and the environmental dynamic may provide required system effectiveness. To control the COG of the system and the environment is primary.

It can be a process of monitoring of the situation and system balance through the change of the COG as a structural change. Thus, predictable change may determine a future COG of the system. For instance, if moral is a probable COG of the nation, it is possible to observe replacement of the Soviet mentality, as the COG, by a new Ukrainian COG that is still in condition of forming. The Soviet values have not been fully replaced by the Ukrainian values because of lack of their credibility, weaknesses and some disadvantages (for instance, a low level of life for majority of population). It means that the equilibrium between the new environment and the system has not been established yet. The system is unbalanced because of its COG is located outside of the system's base (high level of Risk). Thus, it is possible to consider that the current Ukrainian system is obsolete due to lack of adaptation to the environment. Thus, leadership has to find own COG and the COG of opposing side, and then to balance the system through system adaptation (leadership influence, structural system change) or/and shaping of the environment in order to restore equilibrium between the system and the environment.

To define the COG of the complex system may require determining of the dimensions of possible system's movement in 3D space. Drawing the main lines for each dimension can help to find the point of intersection of all of them. There is only one point, which is a system's COG. Thus, it is possible to assume that the COG is only one for each system in a certain moment. Position of the COG determines possible stable, unstable, and neutral equilibrium of the

system [figure 5]. A process of synchronization Ends, Ways, and Means in the framework of possible permissible Risk [15, p. 82] presents a basic principle to create the OD to make system effective through providing equilibrium between the system and the environment. Possible permissible Risk means a level of risk when the system is still able to return to its original position after influence by a signal. This system is in a condition of stable equilibrium.

In case of stable equilibrium, the system may have enough Means to maintain relative equilibrium with the environment. For unstable equilibrium Ways may be more decisive in comparison with Means. Thus, dynamic of leadership and speed of system change (V_{ad}) becomes primary.

Physically, the system becomes unstable when the COG falls outside of its base. It corresponds to K_{eqrt} . The available system's Ways and Means may present this base. The location of the COG, size of the system's base may determine the system stability. For instance, the cone is very stable because "low COG" (low Risk) and "wide base" (figure 5). The system becomes unstable when the COG falls outside of its base. Unbalance of Ends, Ways, and Means moves the COG outside of system's balance. It is a point (position) of dangerous risk when the system starts losing stability and becomes unmanageable ($K_{eq} \rightarrow K_{eqrt}$). To restore balance a leader should make decision to develop a course of action (COA) as a way to keep system functionality through application of the OD.

Leading change requires applying of the philosophy of adaptation based on systems, critical and creative thinking.

They are vital to understand thinking and DM culture of the opposing side. It helps to visualize outcomes of mutual interactions on the way to achieve the end-state through operational art and design. It is a key in order to do right things according to a measure of effectiveness (MOE) and do it properly (we are doing right things well) according to a measure of performance (MOP) [16, p. 15–2]. These measures can be created based on the approach to get maximum result with minimum expense (min-max criteria).

A flexible system (a learning organization) allows revising of goals and leaving a place for negotiation. To find the best alternative to a negotiated agreement (BATNA) [17, p. 50], as a philosophical solution, for all sides of the conflict is mutually profitable. Applying of combination of domains of national power such as Diplomacy, Information, Military, and Economy (DIME) may play an important role to create flexible OD. This approach can leave a possibility for future negotiation with the opposing side and achieve the end state by minimum means.

The notions "To win" and "Do not lose" present two different approaches to achieve the end-state. "To win" can be connected more with a military objective. It sounds optimistic and brave, but has high risk and expectation of deep disappointment from the opposing side. If "The object in war is a better state of peace — even if only from your own point of view" [9, p. 338], the option "do not lose" would be an attractive philosophical objective because it assumes possible future cooperation. In addition, it has lower risk than option "to win".

The decision-making model “To win”, in many cases, generates mistakes and does not leave the place for the BATNA in comparison with the model “Do not lose.” For example, the results of the Second World War generated confrontation – “A Cold War,” collapse of the Soviet Union has damaged existed equilibrium and created regional conflicts. The position “to win” presents a DM model – “I and my enemy” that does not leave a big opportunity for negotiation. Thus, understanding of philosophy of adaptation based on national and DM cultures may create the “Wise Decision-Making” to maintain equilibrium between the system and the environment without intense conflicts.

To balance ends, ways, and means in the framework of possible permissible risk allows achieving the goal by less means and the simplest ways [15, p. 87]. The leader should communicate with the audience and explain the need of risk taking in order to implement change. Peter Bernstein said “Risk means we are not in danger, we are in unknown situation [18].” A leader should recognize a favorable moment of coincidence of the circumstances to take risk and get synergy effect. This moment may correspond to the condition when K_{eq} is approaching to K_{eqcrt} .

Thus, based on the logical connection “Risk – Equilibrium – System Balance” a learning organization can be the most balanced system ($K_{eq} \rightarrow 1$). This system is always in condition of change (adaptation) and does not have leaps in its development because the problem is recognizable by the system on the very early stage. Risk taking adapts the system through innovations and structural change and decreases overall system

risk [15, p. 83]. It explains the paradox of stability of the system in spite of its openness and vulnerability. The open system has high V_{ad} due to quick reaction to the environmental change through communication and feedback.

To keep system effective and balanced the author proposes to use an algorithm of leading change through management of the COG (figure 6). The idea of the algorithm is to observe relationships between the system and the environment based on K_{eqcrt} , V_{ad} and in case of need to create change and lead it.

The process of maintaining of dynamic equilibrium between the system and the environment allows saving system effectiveness [7, p. 3] through change of the system and/or the environment. The role of the leader is to lead change based on understanding of the level of equilibrium and dynamic of system adaptation. There are essential and sufficient conditions to initiate change. The essential condition answers the question: is $K_{eq} \rightarrow K_{eqcrt}$? The sufficient condition answers the question: is K_{eqcrt} achieved? In general, these conditions answer the question: does the system effective enough? The leader has to recognize these conditions and start leading change by managing the COG of the system with its critical elements in order to save system functionality and achieve the end-state.

At first, the leader has to create change through clear understanding of the problem, visualization of the desired future system and the environment, and identification and monitoring of the future desired system COG and its critical elements. Second, the leader has to lead change through initiation of

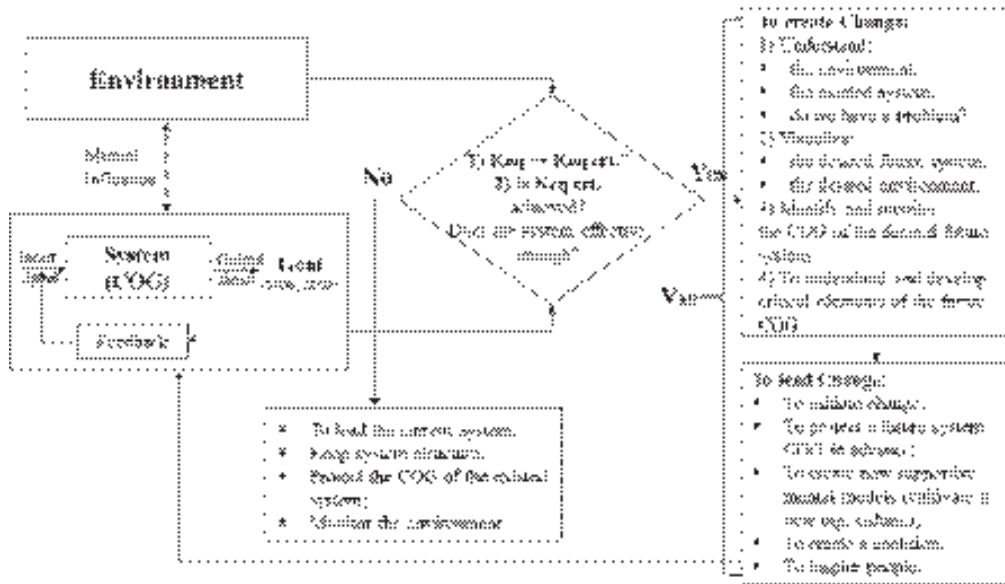


Fig. 6. An algorithm of leading change through management of the COG

Source: created by the Author

change, protection of the future desired system COG in advance, establishment of new supportive mental models (cultivate a new organizational culture), building of a coalition, and inspiration of people. Speed of system adaptation (V_{ad}) can define success in leading change and system effectiveness. If the system is effective enough the leader's tasks are to lead the current system, to keep its structure, to protect its COG and monitor the environment.

Conclusions. To summarize, unstable and neutral equilibrium may be characteristics of the learning organization as a sensitive system, which is highly adaptable and flexible. The condition of unstable equilibrium makes the system changeable that allows managing the system through influence on the COG and its critical elements. The leader should lead change through building of the operational design based on the identified COG of the current

system and a visualized COG of the future desired system. The proposed an algorithm of leading change through management of the COG is a practical tool for leaders to implement change in order to keep system effectiveness through maintaining of dynamic equilibrium between the system and the environment.

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Ovchar Petro Andriyovych,

PhD in Public Administration, senior lecturer of the Department of transport technologies and means in Agroindustrial complex, National University of Life and Environmental Sciences of Ukraine, 03041, Kyiv, Str. Heroiv Oborony, 15, tel.: (050) 457 00 22; e-mail: p.ovchar@mail.ru

ORCID: 0000-0001-6721-3367

Овчар Петро Андрійович,

кандидат наук з державного управління, старший викладач кафедри транспортних технологій та засобів у АПК, Національний університет біоресурсів і природокористування України, 03041, м. Київ, вул. Героїв Оборони, 15, тел.: (050) 457 00 22, e-mail: p.ovchar@mail.ru

ORCID: 0000-0001-6721-3367

Овчар Петр Андреевич,

кандидат наук по государственному управлению, старший преподаватель кафедры транспортных технологий и средств в АПК, Национальный университет биоресурсов и природопользования Украины, 03041, г. Киев, ул. Героев Обороны, 15, тел.: (050) 457 00 22, e-mail: p.ovchar@mail.ru

ORCID: 0000-0001-6721-3367

BACKGROUND STATE REGULATION OF TRANSPORT SERVICES

Abstract. The article deals with the definition of the prerequisites of state regulation of the market of motor transportation services in Ukraine and provide suggestions for improvement of this process.

Keywords: state regulation, transport services, transport market, transport infrastructure.

ПЕРЕДУМОВИ ДЕРЖАВНОГО РЕГУЛЮВАННЯ РИНКУ АВТОТРАНСПОРТНИХ ПОСЛУГ

Анотація. Розглянуто визначення передумов державного регулювання ринку автотранспортних послуг в Україні, та надано пропозицій з удосконалення цього процесу.

Ключові слова: державне регулювання, транспортні послуги, ринок транспортних послуг, транспортна інфраструктура.

ПРЕДПОСЫЛКИ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ РЫНКА АВТОТРАНСПОРТНЫХ УСЛУГ

Аннотация. Рассмотрены определения предпосылок государственного регулирования рынка автотранспортных услуг в Украине, и предоставление предложений по усовершенствованию данного процесса.

Ключевые слова: государственное регулирование, транспортные услуги, рынок транспортных услуг, транспортная инфраструктура.

Target setting. Need of the state interference in process of formation and functioning of the road transportation markets occurs in the following cases: in the organization of the markets; lowering of social expenditures of road transportation activities and maintenance of competition of the markets of road transport, and also investments into development of infrastructure. The transport service market should be considered as the economic system consisting of the following elements: vendors of transport services, customers of services, intermediaries, built-in state mechanism of control. All listed elements of system are interdependent and interconnected, and the system permanently is in movement. It is a live organism where there is a balance of the organization and self-organization regulated by the system. The transport service market shows the main properties of systems: forward and backward linkages, stability, emergence, hierarchy, etc. requires the deep analysis allowing to provide its essence in details, features, properties and behavior in different conditions.

Analysis of the last researches and publications. Problems of state regulation of the road transport service market are covered in works of both foreign, and domestic scientists. The powerful

contribution to a research of features of impact of the state on transport system was made by such scientists, L. A. Bychikova [1], V. S. Vynychenko [2], S. M. Vdovenko [3], Yu. S. Vdovenko [3], N. I. Kara [4], G. V. Koretska [4], D. I. Kovalov [5], M. V. Liakhov [2], A. V. Matvieieva [7], A. V. Mishchenko [6], A. V. Pavliuk [8], M. L. Pogrebytskyi [9], etc. However, despite numerous researches, solutions of organizational problems of formation and development of system of governmental controls on the road transport service market in Ukraine remain underreported.

The purpose of this article is definition of prerequisites of governmental controls on the road transport service market in Ukraine, and providing offers on improvement of this process.

The statement of basic materials. The transport service market of the region performs several functions: the main internal function — ensuring needs of regional economy for transportation of goods and passengers, and also is the carrier of system-wide function means of implementation of economic commercial relations international and interregional, in territory scales of the state.

Formation of the transport service market is not only a powerful source of

investments; and factor of integration development of economy of Ukraine, but also tool of the state economic policy. The market as system has a voluntary nature of relationship and agreements of its participants. Existence in system of the market of the built-in, coordinated by the state mechanism of management in the form of a subsystem of bodies of legislative and executive power, and also a subsystem of supervisory authorities, defines at the state legitimate right of compulsion of participants of the market to a certain type of economic behavior and is an element of the organizational mechanism of the market management [1, p. 215].

The state interested in use of reserves of economic system of the market leans only on tools of the organization now, defining transport policy of the state via control linkages performs functions of correction of places of localization of resources, redistributions of processes and formation of proportions in economy, stabilization for maintenance of macro balance of system which only indirectly influences balance of micro-economic systems (the enterprises and the organizations of the market participants).

State policy in the sphere of the road transport is a component of all general transport policy of the country. Proceeding from the general transport strategy, it is supplemented with the provisions defining features of road transport, its place in uniform transport system of the country [2, p. 194].

The purpose of Transport strategy of Ukraine for the period till 2020 [3] is definition of conceptual bases of formation and realization of state policy on ensuring stable and effective function-

ing of branch of transport, creation of conditions for social and economic development of the country, increase in competitiveness of national economy and the social standard of living.

Strategy is based on observance of the following basic principles:

- ensuring availability of transport services to all segments of the population, in particular disabled persons, needy citizens;
- coordination of development plans for transport infrastructure with the general scheme of planning of the territory of Ukraine, the scheme of use of land resources;
- realization of the tough antimonopoly policy;
- liberalization of pricing in the transport service market;
- functioning of transport enterprises on the principles of self-sufficiency;
- concentration of financial resources on performance of the main objectives of development of transport industry;
- compensation from state and local budgets of the expenses connected with transportation of preferential categories of citizens;
- environmental security, mandatory compliance with environmental standards and standards at implementation of activity in the field of transport;
- stimulation of development of energy saving and environmentally friendly transport modes [3].

Need of creation of clear national state policy on road transport is defined already by the fact that on the road transport market the enterprises of various forms of ownership and private owners of road transport extremely independently function. Other basis

for constructive and accurate interaction of all state, economic and public authorities on ensuring effective use and development of road transport just doesn't exist.

A clear target has to be set before the autotransport workers: to make the road transport the most mass, mobile and flexible mode of transport capable to unite all transport system of the country, increasing its reliability and efficiency of functioning in the conditions of the market.

First of all, the guaranteed ensuring needs of citizens, cargo owners and societies in general in transportations of passengers and freights by the most effective and safe way has to be the main objective of such transport system of the country.

For achievement of this purpose it is necessary to solve the following most important problems:

- implementation on road transport of economic, organizational and technological transformations within the undertaken reforms and creation on this basis of the competitive free market thereby ensuring favorable conditions for business [4, p. 215];

- development of the modern legislative and regulatory framework providing activity of road transport within the most free and competitive market where interests of consumers of transport services and safety of transport process are protected;

- formation and development on road transport of the flexible tariff and financial and credit policy considering interests of citizens and national economy, skillfully combining support of socially important types of service and market incentives of efficiency;

- creation of road transport regulation system, combining big independence of market participants within legal and regulatory system and regulation from the state [5, p. 31];

- safety of road transportation activity and decrease in its negative impact on the environment to the level of the international standards;

- technical re-equipment and modernization of the road transportation park of the country with finishing it to the level established by the international standards;

- development and implementation of activities for social protection, improvement of working conditions of workers of road transport, especially busy on socially important transportations [6, p. 34];

- organization of system of target state support of separate most important types of road transportation activity;

- ensuring development of personnel capacity of branch and creation on road transport the favorable social and professional environment, due to improvement of the vocational training system, retraining and reorientation according to an economic environment, and also formation of new system of the labor relations on the road transport.

All these tasks faced by not only the state and its bodies, but also all workers of road transport.

According to A. Matvieieva, goal-setting, coordination, distribution of functions, rights and responsibility have to be the basic principles of formation and functioning of the transport service market [7, p. 194].

Weak material and technical resources and lack of investments on its

improvement, modernization, inconsistency of legal and legislative actions, norms of the market participants, influence of transport on the environment, insufficient safety of road transportation activity promote weakening of the position of sellers of transport services and poor development of the market.

Strengthening of positions of the market participants of transport services has to be promoted by uniform state transport policy and the regional transport policy which has developed on its basis which encourages and coordinates activity of market participants.

The transport service market functions and develops as system which constantly changes the potential and a form under the influence of many factors for balance maintenance. Balance as the general concept is inherent in various objects and situations. Balance of the transport service market — a state which is characterized by equality of supply and demand of all resources.

The choice of methods of diagnostics and assessment of a condition of the transport service market depends on opportunities of receiving and data representation form about the market. A set of the methods used for receiving of each type of information, is specific and individual. Complete idea of the market can be gained only at a full and in-depth study of the market that isn't always possible owing to limitation of resources and time. In practical activities both the state, and the enterprise seeks to study not only the concrete markets, and also their segments.

Studying of the transport service market has to be based on the following indicators such as: number of sellers of services and consumers of services;

number of intermediaries; volume of demand and volume of offers; general economic and regional macroindicators of market potential; market borders; economic barriers of penetration and market entry.

The number of sellers of transport services is the basic parameter for definition of the offer in the transport service market, an assessment of potential of market attractiveness. For the state a large number of service seller is an indicator of stability of the transport service market as each of them separately makes insignificant impact on market conditions in general.

The number of consumers (clients) and its dynamics allows to judge on transformation of the market form, a phase of its development.

The number of intermediaries regulates complication of the market structure. Intermediaries play not only a positive role in market development, but also negative which is shown in inefficient redistribution of the capital in the market potential. The state, forming and supporting functioning of the transport service market has to solve a problem of definition and regulation of proportions between the specified parameters.

Borders and scale of the market are two qualitative parameters. Delimitation of the market is based on allocation of its transport space which has a number of restrictions: territorial, psychological, consumer, resource and economic; Territorial borders of the market are tied to geography of the region of the market. Psychological borders are defined by a ratio of the income and expenses, purchasing power. Consumer sides cut unclaimed offer of services on

quality, quantity. Economic borders are formed by organizational and self-organizational factors, affect dynamics of the prices, the income, volumes of supply and demand [8].

Economic barriers of penetration of new carriers on the transport service market and an exit from the market are under close attention by the state, regional authorities and the market participants. It is the indicator of effectiveness and stability of the market. During a crisis or transition period emergence of such barriers is fixed: administrative (bans of the state and local authorities); criminal; personal (connections of business and power); technogenic (poor infrastructure). For the transport service market which has developed in Ukraine, lack of real influence of the state on processes of market conditions is characteristic that is connected with inadequate state regulation [9, p. 79].

The principal feature of the road transportation market is existence of two heterogeneous sectors: road transport public and own park of the rolling stock of not transport enterprises. In this regard, regulators shall consider this fact, and it is necessary that this division was obviously fixed in particular regulations of each sector.

Except that the differentiated solution of the problem of a road transport of the general and not public shall be the cornerstone of all concept of regulation of road transportation activities, this phenomenon has also applied meaning. It means that any open sector of the road transportation market is only an iceberg apex, representing only a small part of similar transportations in economy. Therefore, estimating saturation of a sentence in any sector of the

road transportation market and making the decision on a possibility of licensing for the declared type of transport it will always be necessary to consider also this latent demand. It is quite probable that appearance of an additional sentence in the market will increase demand at the expense of a failure from independence, and it can occur without price level lowering if higher quality of service is proposed.

There are objective prerequisites justifying intervention of public authorities in activity of subjects of the transport market – transport, freight forwarding, service and auxiliary enterprises, and in certain cases – and clients. The main prerequisites of state regulation of transport will be examined below.

1. Transport is the most important element of production and social infrastructure and is in “block” with other infrastructure branches: power economy, communication, logistics which at any economic mechanism are object of constant control from the state.

2. It is necessary to control activity of the transport enterprises which are in conditions of “natural monopoly”. A classical example of natural monopoly on transport is railway transport. A natural transport monopolist is the road transportation enterprise located in the area where there are no other large owners of road transport.

Domestic and foreign practice indicate the same thing: the natural monopolist transport worker in all cases seeks to derive the maximum benefit from its situation, refusing transportations, unprofitable for it, and also randomly overestimating tariffs. Therefore at the organization and licensing of similar

transport enterprises the state, giving them the right for monopoly service of its sector of the market, in a mandatory manner reserves functions of quality control of service of clients, price level, lack of refusals in service etc.

3. It is necessary to control and in many cases to limit the level of transport tariffs. Control of pricing on transport has exclusive value for normal functioning of market economy. In the conditions of free prices growth of transport tariffs causes adequate increase in cost are delivered by transport enterprises of goods, and also the services demanding transport service. Therefore growth of transport tariffs is one of factors of the general increase in prices and development of inflationary processes.

4. It is necessary to provide protection of transport enterprises against unfair competitors. The long-term international experience shows that relationship of the transport enterprises competing among themselves can't be settled neither on the basis of their mutual agreements, nor by judicial proceedings, though that, and another takes place in practice of the transport market. Normal work of transport enterprises in a competitive environment demands development of "rules of the game" (what kinds of activity are admissible for various enterprises, what tariffs can be applied, how relationships with clients should be built etc.) and existence of body which would monitor observance of these rules. It is obvious that the state has to undertake similar functions.

5. It is necessary to establish and control uniform norms, standards and rules of environmental protection,

traffic safety, working conditions on transport, and also uniform technical standards. Only public authorities are able to finance and organize work in the field of standardization, increase in safety of transport, decrease in harmful effects of transport on the environment, control of implementation of relevant requirements etc.

Conclusions. Thus, state regulation of transport activity, irrespective of features of the operating economic system, is objective need.

Scientists converge and agree that "the invisible hand" of the market has to be supplemented with a visible hand of the state. It is important to know only in what proportions the state and market regulation have to be combined, what are the forms and methods of the state intervention. Extent of the state intervention is defined by a ratio of economic and social benefits or expenses from expansion of public sector and can change with the course of time.

It should be noted that in the countries with the developed market economy extent of intervention of the state to the sphere of business is various both between the countries, and in the countries at different stages of their development. Irrespective of the existing model of state regulation in the conditions of transition from the planned centralized economy to market the the state must assume responsibility for the main objectives: creation of the markets where they don't exist or insufficiently developed; coordination of actions of market subjects.

Eventually, providing of transport service of all groups of industrial consumers of transport services and the population, sufficient on volume and

with a satisfactory quality, has to be a main objective of any measures for state regulation of transport activity

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Protsiv Oleg Romanovich,

PhD in Public Administration, Chief Specialist, Ivano-Frankivsk Regional Department of Forestry and Hunting, 76018, Ivano-Frankivsk, Str. Mikhail Grushevsky, 31, tel.: (050) 433 63 22, (098) 224 58 23, e-mail: oleg1965@meta.ua

ORCID: 0000-0001-6692-7835

Проців Олег Романович,

кандидат наук з державного управління, головний спеціаліст, Івано-Франківське обласне управління лісового та мисливського господарства, 76018, м. Івано-Франківськ, вул. Михайла Грушевського, 31, тел.: (050) 433 63 22, (098) 224 58 23, e-mail: oleg1965@meta.ua

ORCID: 0000-0001-6692-7835

Проців Олег Романович,

кандидат наук по государственному управлению, главный специалист, Ивано-Франковское областное управление лесного и охотничьего хозяйства, 76018, г. Ивано-Франковск, ул. Михаила Грушевского, 31, тел.: (050) 433 63 22, (098) 224 58 23, e-mail: oleg1965@meta.ua

ORCID: 0000-0001-6692-7835

STATE REGULATION OF THE RIGHT TO USE HUNTING GROUNDS IN GALICIA IN 18TH – LATE 20TH CENTURY: HISTORICAL AND THEORETICAL ASPECT

Abstract. This article presents the legal and regulatory acts of Galicia regarding the regulation of the right to use hunting grounds. The competence of bodies of state power and local self-government is covered. The sanctions of the authorities against violators of the right to use hunting grounds were investigated. The practice of their enforcement by bodies of state power and local self-government is analyzed.

Keywords: recreational hunting, Galicia, hunting grounds, hunting.

ДЕРЖАВНЕ РЕГУЛЮВАННЯ ПРАВА КОРИСТУВАННЯ МИСЛИВСЬКИМИ УГІДДЯМИ У ГАЛИЧИНІ XVI – КІНЦЯ XIX СТ.: ІСТОРИКО-ТЕОРЕТИЧНИЙ АСПЕКТ

Анотація. Розглянуто нормативно-правові акти Галичини в частині регулювання права користування мисливськими угіддями. Висвітлено компе-

тенцію органів державної влади та місцевого самоврядування. Досліджено санкції органів влади проти порушників права користування мисливськими угіддями. Проаналізовано практику їх правозастосування органами державної влади та місцевого самоврядування.

Ключові слова: мисливство, Галичина, мисливські угіддя, полювання.

ГОСУДАРСТВЕННОЕ РЕГУЛИРОВАНИЕ ПРАВА ПОЛЬЗОВАНИЯ ОХОТНИЧЬИМИ УГОДЬЯМИ В ГАЛИЧИНЕ XVI – КОНЦА XIX В. : ИСТОРИКО-ТЕОРЕТИЧЕСКИЙ АСПЕКТ

Аннотация. Рассмотрены нормативно-правовые акты Галичины в части регулирования права пользования охотничьими угодьями. Освещены компетенцию органов государственной власти и местного самоуправления. Исследована санкции органов власти против нарушителей права пользования охотничьими угодьями. Проанализирована практика их правоприменения органами государственной власти и местного самоуправления.

Ключевые слова: охота, Галичина, охотничьи угодья, охота.

Target setting. In Ukraine, granting the right of use the hunting grounds is often accompanied by political and legal conflicts, based on the shortcomings in the mechanism of their provision. The procedure granting the right of use the hunting grounds is extremely cumbersome, non-transparent and does not correspond to market principles. The law on rate of payment for the use of the hunting grounds, defined in the legislation, is not being implemented. These factors cause a negative attitude of society to public administration authorities and to the field of hunting, which does not contribute to the effective management of the entire industry. The historical experience of Galicia in the regulation of the right of use the hunting grounds allows us to work out effective mechanisms for the sustainable development of the hunting industry.

Analysis of the last researches and publications. The investigated prob-

lem was covered in the works of: I. Kasparek, T. Bresevich, E. Till, V. Buzhinsky, K. Slotvinsky, V. Shablyovsky, H. Horynya, M. Aristov. Normative legal acts that regulated recreational hunting issues are contained in the “Stenographic report of the Galician Sejm”, “Recreational hunting and fishing calendar”, in the professional recreational hunting magazine “Hunter” and the professional forest edition “Silvan”. At the same time, there are significant problems that require further research.

The purpose of the article is to identify patterns, peculiarities, and trends of the state development in Galicia regarding regulation of the right of using hunting grounds in Galicia in the 16th – the end of the 19th century.

The statement of basic materials. The development of public relations in recreational hunting lasted since the dawn of time. By the 10th century hunting was conducted for vital necessity, namely: for food and clothing.

The game then was “*res nullis*”, that is, everyone hunted when and where he wanted, the obtained game was considered the property of the hunter. Until the 10th century, there was no recreational hunting legislation, only with the beginning of the birth of the feudal system were established certain rules of hunting. Thus, in Poland, since the times of Boleslaw the Brave (967–1025), only the king had the exclusive right of hunting throughout the country. The monarch, as the exclusive owner of the hunt, redistributed these rights to secular and clerical persons. At the same time, a tax for the maintenance of birds and dog houses was introduced. With the development of feudalism, especially in its later stages, the privilege of hunting also transferred into the hands of higher secular and clerical persons. With the transfer of large areas of land to the elite it was determined that they were given the right to hunt for land received.

In Kievan Rus', where a small population lived on large areas, the right to hunt was more liberal compared to other European countries. Russian princes since ancient times had at their disposal the best places for hunting (the territory on the banks of the Dnieper river, the Desna river, etc.). Moreover, these territories were defined in the relevant legal norms. On these lands the princes kept their huntmasters, falconers, dog hunters, hawk hunters, swan hunters, rabbit hunters, and the inhabitants were obliged to keep the princes' hunters: “Since ancient times the Russian princes had in their possession certain places where they hunted. Thus, Olga the holy princess had her own places for hunting next to the Dnieper and the

Desna rivers, and she also had the right to hunt in the whole of the then Russian land” [1, p. 1–20]. The “The Tale of Past Years” describes the conflict over the hunting grounds in the 10th century. The son of the Swedish governor Svenelda — Lut came into someone else's Drevlians hunting grounds, where in 975 he was killed [2, p. 44].

Since the 12th century in Galicia, the princes began to transfer the right to hunt to monasteries, churches, gentry, and private individuals. Hunting for beavers was of great economic importance, so they often enjoyed the privilege of hunting on these animals to support monasteries. Peasants were granted the right of small hunting (that is, for rabbits, foxes, and feathered game) which belonged to peasants who paid for this a tax, consisting of skin of foxes, martens, and most of all — squirrels [3, p. 824].

Over time, the hunting standards were more fully regulated by the right. Thus, the Lithuanian statute of Sigmund the First (1507–1548) broadly described relations in recreational hunting. In Galicia, any right, including the right to hunt, were under regulation of the Statutes of the Grand Duchy of Lithuania of 1529, 1566 and 1588.

Thus, in the Statute of 1529 was a Chapter 9 “On hunting, forest, board tree, lakes, beaver hunting, hops, and falcon nest”, consisting of eleven Articles. In Article 1 “Illegal hunting in someone else's possessions” was written:

– if someone illegally hunts in someone else's possessions and irrefutable evidence is given against him, then he must pay 12 rubles for the violence, and

the Grand Prince should be paid a fee in the amount of the value of the caught game at the price that is presented below, that is, in Article 2;

– if a shooter was caught with a animal that was killed in the forest, he should be brought to the authorities, and they should have sentenced him to death on a par with other thieves;

– if someone hunted a beast on his land, and the beast went to a someone else's possession, then he can pursue the beast and kill it on the someone's land;

– if someone shot the beast on his land, and the beast went to someone else's possessions, then according to his game, the hunters can go to someone else's possessions.

In the Article 2, "The price of animals", the price was set for wild animals: twelve rubles for a bison, six for a moose, three for a deer, bear, doe, horse or mare, one for a wild boar, pig, lynx, half a rubl for a capreolus [4].

The importance of settling the issue of the use of hunting and fishing grounds can be judged from the fact that its settlements was included in the Constitution of Pylyp Orlyk of April 5, 1710 [5].

Monarchs during this period, depending on the political situation in the country, the hunting rights for the gentry at one moment were softened, at the next were again harsh. It should be noted that the provision of the Lithuanian Statute was in effect until the beginning of the 19th century on the territory of the Ukraine, and most of them were repeated later in the Collection of Little Russian Rights [6].

With the collapse of the First Polish–Lithuanian Commonwealth and the entry of the Galicia in 1772 into the

Austrian Empire, the legal regulation of the conduct of the recreational hunting is changing, in particular, the organization of hunting guards, the fight against violators of hunting rules, compensation for losses caused by hunting animals to agricultural producers. One of the first hunting laws of Galicia was the Patent of February 28, 1786, according to which the right of hunting belonged exclusively to the owner of the land regardless of their area. It should be noted that this rule regulated the right of hunting only between large landowners, since at that time peasants did not have private ownership of land. The Civil Law (Article 295) considered the game as part of the land or shares of real estate owned by the landowner. According to Austrian patents, clause 20 of 1786, clause 10 of 1849, and clause 174 of the Criminal Code unauthorized hunting was recognized as theft. However, the right clearly stated that only the right of hunting, and not the game, is a subject of real estate, therefore the hunting officer had the right only to hunt game on his land. Thus, paragraph 4 of the Austrian Patent of 1786 determined that the owner of the land lost ownership to the game if it went to another land plot. The Patent did not limit the minimum allowable area of a land plot for hunting rights of land owners. In the case the wounded game went to someone's plot, it was forbidden to pursue it with a weapon. Feathered game was not considered valuable, and it could be caught by any method, like setting nets traps on someone else's plot. Each owner of the land plot was allowed to setting snares, dig wolf pits, but with the condition to take measures so as not to injure people at the same time [7, p. 474].

Wild boars were considered as harmful animals and it was forbidden to specially raise them, with the exception of open-air farms. But along with wolves and foxes, it was allowed to hunt for them using firearms at any time, and the owner of the hunting guard was obliged to control the number of wild boars so that they would not damage the peasants' crops. If this requirement was not met, the owner of the hunting guard paid a fine of 25 zoloty and compensated any damage caused by wild boars and predators. In addition, the state authorities have an obligation to control the owners of hunting guards, so that they do not raise game on such a scale that it damages the agriculture [8, p. 379].

To frighten away game, the owners of crops had the right to protect their plot with fences, ditches, and rafts, but with the proviso that these devices are not intended for the game hunting. It was forbidden to hunt or collect eggs of wild birds on sown fields before harvesting. If the owner of the hunt neglected this requirement, he was punished by a fine of 25 rynski zoloty in favor of the person to whom he caused harm [9, p. 192]. Owners of land plots had in any way to expel game from their land, and also in cases when game was killed, the owner of the hunting guard did not have the right to demand compensation for it [10, p. 19]. Owners of the right to hunt shot stray dogs [11, p. 269–270] alone or by their hunting guard.

To promptly resolve the issue of compensation for damages, it was necessary to report the incident to the gmina, which appointed reimbursements. However, this competence of the gmina lasted until 1854, after which, in accor-

dance with the order of the Ministry of Agriculture of Austria of July 14, 1854, it was transferred from local government to public authorities. The owner of the right of hunting could not forbid the owner of the land plot to graze cattle, mow the hay, build a house on his plot.

The law ensured the ownership of the game and forbade anyone under any pretext to assign it. Article 20 of the Patent determined that the misappropriation of game was punishable as theft, that is, the same penalty was applied. Later, clause 174 of the Austrian Criminal Code of May 27, 1852 defines theft as: fishing from ponds, which are prohibited from fishing (fine — 5 zoloty); killing game on hunted guards (according to clause 178 — from 6 months to one year in a strict regime prison, and under aggravating circumstances — from one to five years). At the level with the poacher, the responsibility was borne by the person who hid the poacher. If on hunting grounds at the request of the hunting guard an armed poacher does not lay down arms or attacked, the hunter and the hunting guard were allowed to use weapons for defense purposes.

The right to hunt, which included chasing, capture and killing hunting animals for own consumption, as well as their sale, determined points 1, 4, 5 of the Patent for Galicia of February 13, 1787. Later Galician Sejm issued on January 30, 1875 The First Galician hunting law, which contained the requirements of the hunting legislation defined by Austrian patents.

Legal regulation of culling of birds was a right of hunting and applied only in case the land owner had the right to

hunt on his plot. The independent culling of birds was prohibited without the permission of the owner of the land plot. This right was regulated differently in different countries of the Austrian empire. Thus, in the Czech Republic it was not determined that culling of birds is considered a hunt. And in Tyrol, on the contrary, the birds were the object of hunting [12, p. 177–184].

Each large landowner in Galicia has the right to sell or lease the right to hunt on his land. Subjects (serfs) were not given the right to hunt to ensure that they are not separated from farming [13, p. 132–135].

In addition to legislative regulation of the granting of hunting rights, the question also belonged to the competent state executive power. In particular, the clarification from the Austrian Ministry of Agriculture of November 19, 1873 (L. 12005) provided that the tenant should employ professionally trained hunting guards to guard. Clause 14 determined that only in agreement with the state authorities, the right of guard was granted personally to the owner or tenant of hunting. The tenant of the right to hunt was obliged to hire hunting guards in a three-month period after the conclusion of the relevant contract. If these requirements were not met, the contract of the right to hunt was canceled. Clause 17 determined that the person who had obtained permission to carry weapon, as provided for by the Patent on October 24, 1852 [8, p. 369], could have the right to lease. The Administrative Tribunal by decision of June 19, 1880 (L. 1123 № 807) gave such an clarification, that hunting grounds are considered solid, even when they are obstructed by roads and

rivers. In the event that the owner of the land plot did not have the right to hunt, since the area of his plot is less than 200 morgues, he had the right to enter into an agreement with the owner of a neighboring land plot, the owner of which was also not owned 200 morgues. When concluding an agreement with the owners of neighboring land to fulfill the requirements of the minimum established continuous area of 200 morgues, it was possible to obtain the right to hunt. The cost of lease should be determined in accordance with the price that existed for lease of the right to hunt in other rent hunting guards in the same gmina [14, p. 86].

The next systematic and regulatory act that regulated hunting was a Patent of March 7, 1849. It set a minimum solid area for the arrangement of the hunting guard – 200 morgues [15, p. 41]. Owners of smaller land plots did not have the right to hunt, moreover, it was transferred to the gmina that leased it, which was provided for in Clause 7 of the Patent of 7.03.1849. According to Clause 8 of this Patent, the net income that the gmina received from leasing the right of hunting was distributed among the owners of land plots in proportion to their areas [16, p. 14].

The organization of the auction belonged to the competence of the gmina, but if it did not cope with its functions, then these functions transferred to public authorities. Currently, the minimum period for granting hunting grounds is 15 years, and according to the Austrian law in Galicia, the lease period for hunting rights was at least five years, although in some exceptional cases it was possible to conclude a contract for a shorter period. The tenant of the hunt

had to pay the lease price immediately for two years in advance and four weeks before the start of the lease. Sublease of hunting grounds was banned [8, p. 70–71].

In addition, this patent granted the right to hunt on someone else's land and in small land areas, proceeding from the principle that it is impossible to take care of game on a small area. If anyone had purchased more than 200 morgues, he should wait until the previous contract expired. Usually the minimum lease period for hunting rights was three years, and on average it was five years.

In cases where the owner of the right of individual hunting had 200 morgues of land and sold part of the land, he lost the right to individual hunting and, conversely, when the owner of the land did not have the right to individual hunting in connection with insufficient area, he acquired the right of individual hunting when purchasing the land. But at the same time, it was noted that the registration of the hunting guard will occur when at least 15 hectares will be purchased [17, p. 70–71]. The clarification of the Ministry of Agriculture of Austria of July 31, 1849 № 342 determined that the solid (continuous) area of land necessary for the organization of the hunting guard is considered the land that lies in one or several gminas that have conditions to walk on this plot without going to another plot. Public roads, railways, or rivers cannot be obstacles for a land plot to be considered as a continuous area [8, p. 362], [18, p. 1].

It should be noted that the Galician Hunting Society considered the requirements of the Austrian Patent of

1849 for a minimum area of 200 morgues is unsuitable for effective hunting management and lobbied the possibility of increasing this area to 300 morgues [19, p. 189–191].

Neither were there any violation of hunting legislation and the provision of hunting grounds. So, according to Clause 4 of the decree of the Minister of Agriculture from 1852, the executive power had the right not to approve the act on holding the auction if it turns out that during the auction, there was a preliminary collusion between its participants in order to reduce the rental price. The Galicia executive authority drew attention to the inadmissibility of violating this requirement [20, p. 367]. The authority to provide comments on the implementation of the right to hunt and the state administration of hunting industry in Austria, related to the clarification of February 14, 1869, the Ministry of Agriculture, while the Ministry of Internal Affairs dealt with cases to resolve the punishments of poachers for violation of hunting rules. The issuing of permits for the right to carry weapon state authorities issued according to the Patent on weapons of October 24, 1852. Direct execution of powers to combat poaching belonged to the Chief [8, p. 385].

The decree of the Ministry of Internal Affairs of April 25, 1867 (L. 1867) determined that the solid area of the land plot could consist of two households, which are located in the neighborhood. Each owner of a solid area of at least 200 morgues was allowed to hunt on his own land. It was also assumed that individual hunting guards cannot be attached to the gmina hunting grounds by order of the gmina. Net

income from gmina hunting should be divided annually, or at the end of the lease term for hunting grounds between all landowners who dealt with this guard. In the event of disputes in the allocation of funds for the lease of hunting grounds, the conflict was solved by the state authority, which was guided by the rescripts of the Ministry of Agriculture of 22 March 1873 (L. 446). Also, according to this document, control over the fulfillment of the requirements of renting the right of hunting relied on the gmina. For improper performance, the state power had the right to impose a fine of 10–200 gold rynski zoloty on the gmina.

One of the important normative and legal acts that regulated the lease of hunting rights was the decree of the Minister of Internal Affairs of December 15, 1852 “On the Use of the Right of Hunting”. Clause 1 defined that the right to hunt should be leased exclusively through the auction for lands belonging to gminas. The procedure for leasing provided the public announcement in the office of the county government and holding an auction three months before the end of the lease by the previous tenant. Information about the auction was posted in public places and sent to potential auction participants. Failure to comply with these requirements could be grounds for canceling the results of the auction.

The Ministry of Agriculture of Austria, by its decision of June 25, 1878 (L. 6232) determined that the auction should be guided by the Auction Law of July 15, 1852. Among other things, it was noted in this decision that the absence of a wooden hammer and a professional who can put a price does not

give the right to recognize the auction as null and void. In the event that the auction for the lease of the right to hunt did not give a result, the state executive had to take all measures to make it possible for the gmina to use the right of hunting itself. Clause 6 determined that the leasing of the right of hunting should be concluded for a period of not less than five years and only for very important reasons can be concluded for a short time, but in any case not less than three years. The winner of the auction was charged to pay the funds in advance for two years four weeks before the start of the lease, of which half was a payment, and the other half was a deposit. Sublease of the right to hunt could be possible only be with the permission of government authorities.

According to Clause 4 of the Administrative Tribunal of February 3, 1881 (L. 81, № 1000) the act of leasing the right of hunting was to be approved by the county government. The decision of the administrative tribunal of April 7, 1878 (L. 579, № 247), meant that the person who offered the highest price for leasing the right to hunt acquired this right after the approval of the auction protocol by the Chief.

Decision of the Administrative Tribunal of December 27, 1877 (L. 1759, № 180) determined that in the event of the death of the tenant of hunting rights, this right transferred to his successor.

The tenant of the right to hunt, in accordance with Clause 5 of the Patent of March 7, 1849, must, under personal responsibility, establish control over the hunting guard by employing the appropriate hunting guards. Hired to work hunting guards should have been

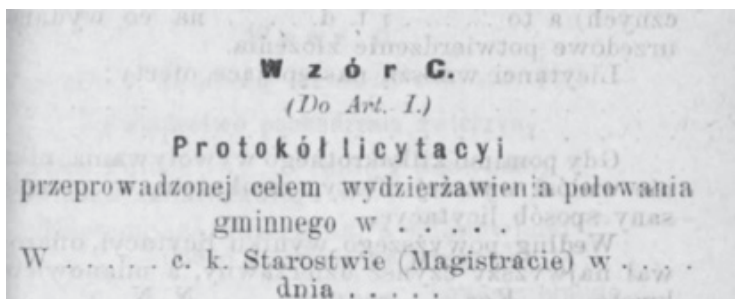


Fig. 1. Sample of the protocol of the conducted auction for the provision of hunting grounds [21, p. 145]

presented for the approval by the state provincial government [8, p. 368–369]. There was also an imperative requirement for tenants of hunting grounds for the maintenance of professional hunting guard. Thus, the Ministry of Agriculture of Austria, by a decree of June 18, 1874, (L. 7005) clarified the term “professional hunting guard”, that is, the person who passed the state exam on recreational hunting, or which the county Chief recognized suitable for the protection of hunting grounds.

The decree of November 19, 1873 (L. 12005) forbade persons who do not know how to deftly hunt to work as hunting guards [8, p. 365]. In addition, a person who claimed to be a hunting guard, according to the decree of the Austrian Ministry of Internal Affairs of November 19, 1873 (L. 12005) was to obtain a permit for weapon.

A hunter or a forest guard has the right to use weapon only if he carried a uniform of a standard pattern (Order of the Austrian Ministry of Internal

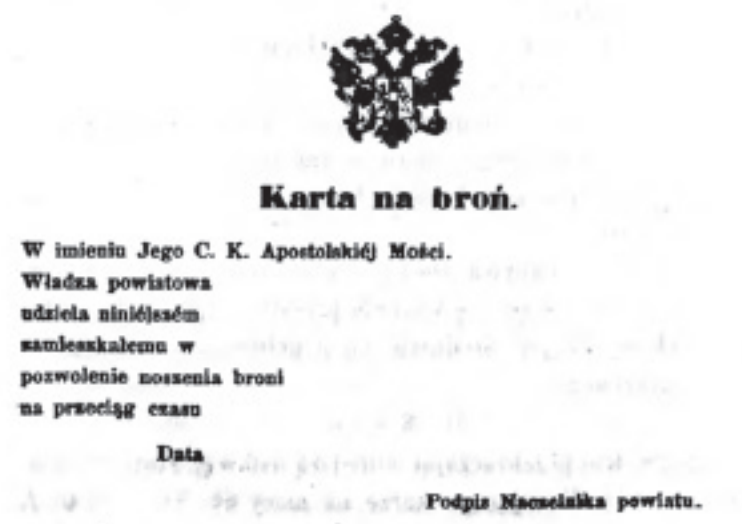


Fig. 2. In the permit for weapon was stated that the county Chief acted on behalf of his Imperial Highness. The form of the permit for weapon contained the following data: the name of the county, the name and the surname of the person who obtained the permit, his place of residence, the validity of the permit, and the signature of the head of the county [22, p. 763–768]

Affairs on January 2, 1854). Hunting guards had certain moral warnings, namely: to have an impeccable reputation, the absence of criminal records for murder, robbery, and being in prison for more than six months. The functions of the hunting guard could not be performed by persons under 20 years of age, with poor eyesight and memory, prone to drunkenness, gambling, speculation, and physical disabilities. Only after the corresponding oath was drawn up, the hunter guard was issued with the appropriate certificate.

Similar certificates were issued to fishing guards.

The register of hunting guards was entrusted to the government authorities, and the owners of the hunting households had to report the accep-

tance or dismissal of the hunting guard. For non-compliance with this requirement, a fine of 2 to 10 zoloty was imposed on them (a decree of the Minister of Internal Affairs of July 1, 1857 № 124) [8, p. 374].

Conclusions. The right to regulate the use of hunting grounds is correlated with the political regimes that determined the mechanisms for the use of hunting grounds. It was revealed that up in the 10th century there were no regulation of the right to use hunting grounds and the killing the game. From the 10th to the 14th centuries the monarchs, at their discretion, distributed the use of hunting grounds. Since the Lithuanian Statutes, in Galicia was introduced the legal use of hunting grounds. It was established that the

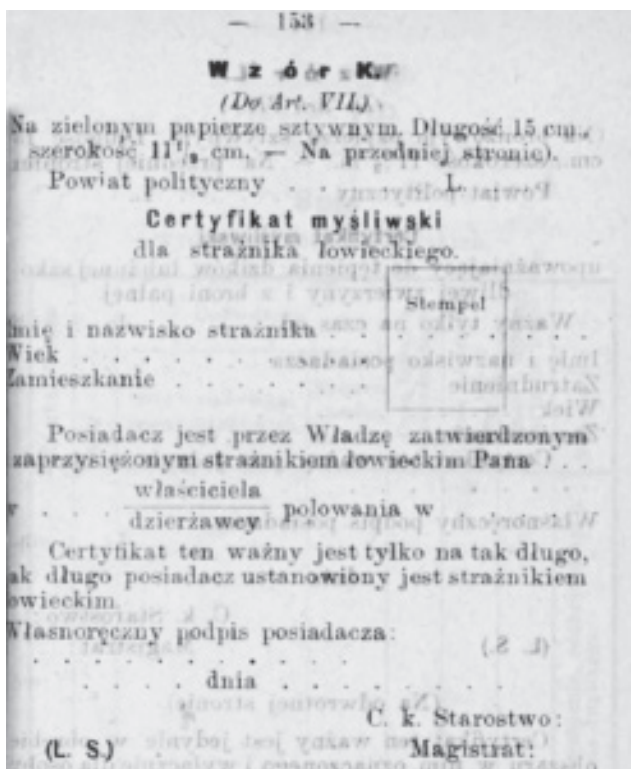


Fig. 3. The blank of the hunting certificate of the hunting guard [21, p. 153]

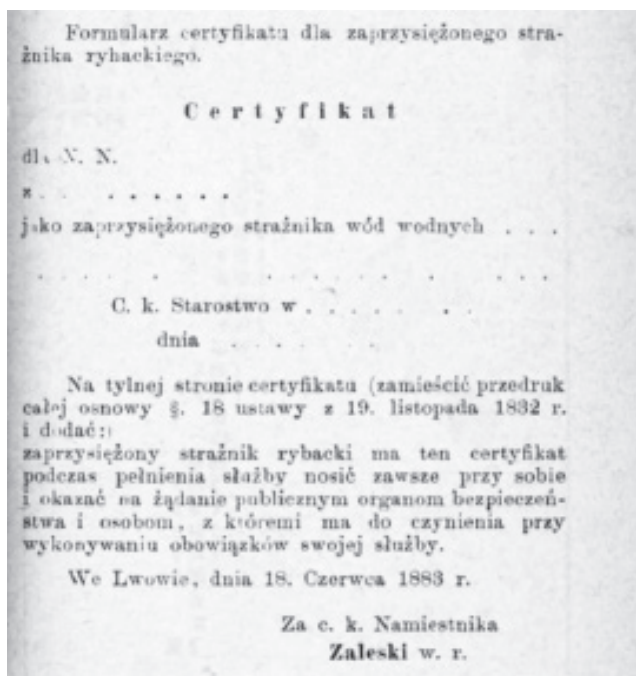


Fig. 4. Form of certificate (card) of a fishing guard [23]

main provisions that governed this issue were: the definition of ownership of hunting grounds, the procedure for renting lands, payment for their use, protection of land from illegal hunting.

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Rodchenko Igor Patronymic,

post-graduate student, Interregional Academy of Personnel Management, Ukraine, 02000, Kyiv, Str. Frometovskaya, 2, tel.: (093) 871 00 48, e-mail: info@erosi.org

ORCID: 0000-0003-1240-761X

Родченко Ігор Юрійович,

аспірант, Міжрегіональна Академія управління персоналом, Україна, 02000, м. Київ, вул. Фрометівська, 2, тел.: (093) 871 00 48, e-mail: info@erosi.org

ORCID: 0000-0003-1240-761X

Родченко Игорь Юрьевич,

аспірант, Межрегиональная Академия управления персоналом, Украина, 02000, г. Киев, ул. Фрометовская, 2, тел.: (093) 871 00 48, e-mail: info@erosi.org

ORCID: 0000-0003-1240-761X



METHODS OF OBJECTIVIZATION OF SELF-ORDERING IN THE SYSTEM PUBLIC ADMINISTRATION

Abstract. Identified and analyzed the main methods of objectification self-ordering, in public administration, including installation of the ordered state of the primary disorder structures and processes of operation and maintenance of its evolution.

Keywords: public administration, evolution, structure and ordering processes Self-ordering, ways.

СПОСОБИ ОБ'ЄКТИВІЗАЦІЇ САМОВПОРЯДКУВАННЯ В СИСТЕМІ ДЕРЖАВНОГО УПРАВЛІННЯ

Анотація. Визначено та проаналізовано основні способи об'єктивізації самовпорядкування в системі державного управління, серед яких встановлення її впорядкованого стану з початкової невпорядкованості структур та процесів функціонування та забезпечення її еволюційного розвитку.

Ключові слова: державне управління, еволюційний розвиток, впорядкованість структур та процесів, самовпорядкування, способи.

СПОСОБЫ ОБЪЕКТИВИЗАЦИИ САМОУПОРЯДОЧЕНИЯ В СИСТЕМЕ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. Определены и проанализированы основные способы объективизации самоупорядочения в системе государственного управления, среди которых установление ее упорядоченного состояния с начальной неупорядоченности структур и процессов функционирования и обеспечение ее эволюционного развития.

Ключевые слова: государственное управление, эволюционное развитие, упорядоченность структур и процессов, самоупорядочения, способы.

Target setting. The issue of self-ordering in social systems is given considerable attention in the scientific literature. At the same time, the research of this process does not lose relevance, since the problems of synergetic have been the subject of consideration of scientists in different scientific areas. This issue has not only scientific, but also practical interest. That is why the rapid development of the science sector "Public Administration" also requires special attention to this issue.

Analysis of recent publications on issues. Different aspects of the self-ordering processes in social systems relevant to the subject matter of this article were considered in the writings of I. Prigogine, A. Prigogine, G. Schedrovitsky and other well-known scholars, and also reflected in the Encyclopedic Dictionary of Public Administration [1–6].

The purpose of the article. The purpose of this article is to identify and analyze the main methods of objectification self-ordering in public administration.

The statement of basic materials. Science and practice of public administration proceeds from the fact that public administration must have a scientific

ally sound character. This implies that in the process of such management, account is taken of objective knowledge of phenomena, processes and objects. Such knowledge is the laws and the laws principles. These positions will be taken into account when considering the main ways of objectifying self-regulation in the system of public administration.

In the objectification of self-order in the public administration system, we mean the provision of an objective process to such a process. For this, let us turn to the laws and principles established by well-known and authoritative scientists, and also to the practical experience of the functioning of such systems.

According to Ernest Haeckel, self-organization is the establishment of an ordered state in complex open systems, arises from the initial disorder of structures and processes organized in space and time, without the ordering of external influences. This is the formation of a structure through simple local interactions of system components [1].

In the Encyclopedic Dictionary of Public Administration, the principle of self-organization of systems is given, which provides for a change in the struc-

ture of the social system at the expense of its own driving forces to achieve a state of equilibrium and effective functioning. The basis of self-organization is the desire of organizations to provide a variety of reactions to external influences, necessary for the conscious realization of the achievement of its goals [5, p. 575].

Self-ordering is one of the main forms of the process of self-organization. Self-order in the public administration system, are complex open systems, should be regarded as the establishment of its orderly state from the initial disorder of the structures and processes of functioning and ensuring its evolutionary development (prevention of crisis situations, reforming, transformation, etc.). That is, we have two basic elements for overcoming the initial disorder in the public administration system, the first of which is connected with the process of functioning (statics of the system), and the second one with its stable gradual development (system dynamics).

First of all, let us consider self-ordering in the system of public administration from the point of ordering the state of its structures and processes, which is necessary for its normal functioning and the implementation of a certain mission. This provides for the organizing, coordinating, regulating and controlling influence of the system or individual government bodies on society with the purpose of achieving certain goals of the state within a specified time.

Scientist G. Shchedrovitsky proposed to characterize the activity as a system to consider such an element as the organization of “material” [2]. In fact, under the organization of “mate-

rial” in the system of public administration, it is about streamlining the state of its structures and processes. In this case, structures and processes are the same “material”, from the initial disorder of which arises the orderly state of the public administration system.

In the public administration system as in other social systems, there are certain interconnections between structures and processes. One of them is defined by the well-known principle of A. Chandler’s “strategy defines the structure”, which reflects the logic of planning achievement of objectives, namely, “goals → functions → structure” [3, p. 79]. Objectives reflect the course of action system functions – processes and tools for achieving the goals and structure – that the organizational structure (state, government, authority, organization, institution, company) that accumulates and materializes (gives the elements of the structure) these features and in itself.

Therefore, for state-management activities, the organization of the material should be evaluated not only according to the system of goals, but also the functions and structures of their implementation. When there is a breach of such an organization of the material, we are talking about the facts of organization and they can be disorganized formation and realization of the objectives, functions and structures.

In case of deviation from the set goals, there is a manifestation of the target disorganization. The latter is used in practice in control systems to determine the fact and the degree of deviation of the results obtained from the goals and their correction with a significant difference.

If there are violations of the formation and implementation of the functional field, that is the deviation of the functions system or the results of their implementation of the planned, that is the manifestation of functional disorganization.

In the event of a violation of the formation and implementation of the organizational structure, that is, its deviation from the planned, that is the manifestation of structural (morphological) disorganization.

Given the second type of relationship between structures and processes of social systems (the relationship between form and content), since the functional field reflects the content, and the organizational structure is an appropriate form of execution of this content, the target disorganization can be regarded as an integrated factor of functional and structural disorganization, since the realization of goals requires functional filling and involvement of the relevant structures.

Goals in the system of public administration play a particularly important role, since their formulation determines the concrete prospects for its development, and their implementation leads to the allocation of the field of concrete activity in the public administration system in a certain time perspective – strategic (5 years or more), operational (2–5 years) And tactical (up to one year). In accordance with the defined system of goals, certain functions and specific measures within their boundaries are selected, according to which the organizational structures are defined that will implement them.

The origin of the goals for the public administration system, above all,

has a political basis. The political forces (parties, movements) that have won the national elections (presidential and/or parliamentary) are obliged to conduct the policy for the society, with the program and slogans which they came to power. This policy is reflected in the concepts, strategies, annual state budgets adopted by the political majority. That is why these documents refer to political decisions defining the general goals, which are obligatory for realization by the whole system of public administration. Relevant goals, which are assigned to priority, are for a certain (political documents) deadline. This is the basis for carrying out the state policy – the national policy (the policy of social and economic development) and in certain spheres and sectors of public activity. Such policies are implemented, first of all, through state programs, national projects, state target programs, whose activities are primarily supported by the state budget.

Determine the causes of target disorganization, namely the deviations of goals in the system of public administration from the given.

Such a deviation can be both objective and subjective.

To the objective reasons for the target disorganization in the system of public administration should include:

- ideological backwardness from the advanced countries of the world;
- technological backwardness from the advanced countries of the world;
- lack of sufficient resources;
- lack of national ideas;
- political instability in the country;
- frequent change of the country's rate;

- lack of development strategies for the country, spheres and sectors of public activity;
- low level of innovation and creativity in determining the development goals of the country, spheres and sectors of public activity;
- violation of the cause-effect relationship setting objectives with the conditions it caused.

The need to take into account the last reason is actually indicated in reference [3, p. 77], which shows the logic model of the management process and determines the cause-effect relationship of the goals to the conditions prevailing in the management object or around it, by determining the sequence of the conditionality principles application, namely: “the principle of conditionality of the needs and motives of the object of management of the conditions prevailing in it or around it” → “the interests conditionality principle of the management object, its needs and motives” → “the objectives conditionality principle of the object of management interest”.

To subjective reasons of the target disorganization in the system of public administration should include:

- inconsistency of the actions of the authorities in their formulation and implementation;
- inadequate readiness of management objects in the implementation of the goals (various public spheres, industries, relations, territorial authorities, state and non-state enterprises, organizations, institutions);
- a large percentage of decisions on the setting and implementation of goals that are completely or partially not fulfilled due to errors inherent in

themselves (30 %) or personnel errors (30 %) [4];

- inefficient structuring of goals;
- fuzzy definition of priority objectives;
- inefficient programming;
- inefficient design;
- an unsuccessful definition of implementing organizations;
- irrational rational construction of organizational relations in the distribution of tasks;
- inadequate staff training for their implementation;
- low staff motivation for their implementation;
- weakened or poorly organized control over the implementation of decisions;
- low level of innovation and creativity in making and implementing managerial decisions;
- inefficient organization and implementation of communication links.

In fact, due to the integrated nature of the target disorganization in the public administration system, the subjective and objective causes of their occurrence extend to functional and structural disorganization.

Setting goals is a very important stage of management. As stated in the Encyclopedic Dictionary of Public Administration, the following main factors of choice are characteristic for goal-setting: a clear allocation of the main objective (mission); a moderate and justified structuring of goals, that is, a schedule of the main goal for the sub-goal, the implementation of which contributes to its achievement, as well as the timely identification of side-effects, to divert resources from the achievement of the main goal [5, p. 754, 755].

The result of the structuring of goals in the system of public administration is the hierarchy (tree) of the goals of public administration, which takes place at each of its levels (state, regional, territorial).

The goals in the public administration system should not be overestimated, because then they can not be achieved in full, not understated, because then there is an artificial inhibition of the development of the corresponding object in public administration. In the first case, the authorities' authority may be undermined as a result of non-fulfillment of promises, and in the second, due to improper activity (non-use of real opportunities) or inaction [3, p. 75].

The reasons for target disorganization can be manifested depending on the means of defining goals for society.

The setting of goals through the adoption of the concept involves the need for a clear definition of the appropriate directions of action for a certain period of time. It requires a well-balanced structuring of goals and building a hierarchy (tree) of goals.

When setting goals by adopting a strategy, we are talking about the definition of strategic objectives for the development of a management entity for a rather distant future, with their justification by SWOT analysis, in particular its strengths and weaknesses, opportunities and threats. Setting strategic goals is associated with uncertainty and requires regular viewing (for stable economies in 2–3 years, for transition economies every year).

When setting goals by defining public policy, one should proceed from the fact that it is:

a) on the medium term;

b) the priority objectives of such a policy, as a rule, are implemented through state targeted programs;

c) the latter are updated (revised and refined) every year.

When setting goals by identifying national projects, it is advisable to take into account that:

a) they are aimed at the priority solution of a certain problem of the national level;

b) are designed for 4 years;

c) require the actualization of the project tasks annually.

It is very important for the realization of the set goals to be included annually in the measures of the respective types of their production (concepts, strategies, state policy, state target programs, national projects, programs of social and economic development) to the state budget. Not including in the budget is a cessation of their implementation, and thus a violation of the goals organization system through their failure.

Functional disorganization may occur in violation of the rules and principles of the implementation of processes and the use of appropriate means. Its causes, above all, are managerial, technological and resourceful.

Managerial reasons are related to the ineffectiveness of management actions (planning, organization, motivation, control, management decision-making, communication, marketing) with the support of processes and the use of appropriate means. A well-known example of managerial functional disorganization is the duplication of functions of various authorities. This phenomenon is through a functional examination. It,

sooner or later, leads to the need for administrative, administrative-territorial or even constitutional reform.

Technological reasons are related to the ineffectiveness of the goals transformation into results, in particular with: the use of outdated ideas and technologies; slow rebuilding of enterprises, technological lines; low level of organization and productivity, etc.

Resource reasons, primarily related to: limited available resources; ineffectiveness of their use; high energy and resource capacity; lagging behind the advanced countries of the world in terms of the development and application of information technology; problems of personnel policy; an outflow of highly qualified personnel abroad with a low level of wages, etc.

Functional disorganization can also arise when the functional tools are incorrectly or partially selected and used, among them – tools, technologies, regulations, rules, instructions, rights, duties and the like.

The theory, in particular, the Law of the necessary variety, dictates one of the basic rules of functional organization, namely: the subject of management must have a variety not lower than the control object [5, p. 245]. Proceeding from this, functional disorganization in the system of government can take the form of functional loss-making or functional incompleteness. In the first case we are talking about the presence of greater functional capabilities in the subject of management, than at the control object. In the second case, it is a matter of the fact that the subject of the control does not functionally covers all the needs of the control object.

Functional unprofitableness indicates in vain expenses for performing unnecessary functions, and functional incompleteness is about the output of the functions share of the management object from under the subject of management, and then about the need to correct the situation by forming corresponding additional management functions and giving them the subject of management.

Structural disorganization is a consequence of either of the two main causes, either as a result of the lack of organization of the organizational structure, or as a result of the lack of organization of organizational relations.

Structural disorganization can arise in violation of rules and principles of organizational design and construction of organizational structures and organizational relations. The main of these rules should include the general principles of a rational management structure, which ensure the efficiency and flexibility in the work, namely: the correspondence of management links to its functions; minimization of the number of steps (links) in the management hierarchy; focusing on each step of all necessary management functions; concentration of functional units in functional units; clear allocation of the participation of each functional unit in a single management process; elimination of functions duplication; minimization of command flows from each control link [6, p. 93].

As an example of structural disorganization, the situation in the system of executive bodies in Ukraine as of the beginning of 1998 can be cited. The number of central executive bodies significantly exceeded not only European analogues, but also analogies of the

countries of the former USSR. There was a duplication of many of their functions. To change this situation for the better in Ukraine in 1998, administrative reform was launched. First of all, the number of central executive bodies, including ministries, was significantly reduced to 15. Their number and composition were largely brought into line with the standard structure of such bodies in the countries of the European Union. For 12 years after this, this structure has grown again and the next step of the administrative reform has been made – the President of Ukraine adopted Decree № 1085/2010 of December 9, 2010 [7] on Optimizing the System of Central Executive Authorities. According to this decree, 16 ministries, 28 state services, 14 agencies, 7 state inspectorates, 2 state administrations, a state commission, 2 committees, 2 funds and others were established.

Consider self-regulation in the system of public administration from the standpoint of ensuring its evolutionary development. In this case, the organization of “material” should be understood as the consistent gradual improvement of the basic characteristics and indicators of such systems (efficiency, cost effectiveness, efficiency, democracy, innovation, planning, resilience to change, staff readiness, etc.). Under these conditions, we are talking about the egalitarian nature of the evolutionary development of the state administration system.

The disorganization of the evolutionary development of such systems is manifested in the violation of the consistency development, the lack of innovation, the cessation of the basic characteristics improvement and indica-

tors, the deterioration of the latter, the inhibition of development, stagnation and disintegration. Disorganization of evolutionary development includes possible situations and the creation of situations that can lead to crises (political, economic, social, humanitarian, environmental, constitutional and others).

It is very important to understand what is happening in the system of government, in fact, immediately transferred to the relevant objects of public administration. If the subject of management ceases to develop in the modern globalized world, then in the corresponding object of management, similar processes will most likely pass. This circumstance and the conditions for coming to crisis situations are the most menacing consequences of the disorganization of evolutionary development.

The overcoming of disorganization of the evolutionary development of public administration systems is usually achieved by a wide range of revenues, depending on the situation. Among them, reform, anti-crisis management, propagation, creation of reserves, etc. Particular attention is paid to monitoring, to monitor and assess the degree of threat to evolutionary development.

Conclusions. The article considers and analyzes the main ways of objectifying self-order in the system of public administration. Among them is the establishment of its orderly state from the initial disorder of the structures and processes of functioning and ensuring its evolutionary development. To assess the orderliness of structures, processes, evolutionary development, the criterion of their organization was used. Classification of the main types

of disorganization and their analysis, in particular target, functional, structural disorganization, as well as disorganization of the evolutionary development of the public administration system is carried out.

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Romanenko Yevhen Aleksandrovyich,
Doctor of Science in Public Administration,
Professor, Honored Lawyer of Ukraine,
President of the Ukrainian Assembly of
Doctors of Science in public administration,
Head of the Department of Public Admin-
istration, Interregional Academy of Person-
nel Management, Ukraine, 03039, Kyiv, Str.
Frometovskaya, 2, tel.: (044) 490 95 00,
e-mail: poboss1978@gmail.com

ORCID: 0000-0003-2285-0543

Романенко Євген Олександрович,
доктор наук з державного управління,
професор, заслужений юрист України,
Президент Всеукраїнської асамблеї док-
торів наук з державного управління, заві-
дувач кафедри публічного адмініструван-
ня, Міжрегіональна Академія управління
персоналом, Україна, 03039, м. Київ, вул.
Фрометівська, 2, тел.: (044) 490 95 00,
e-mail: poboss1978@gmail.com

ORCID: 0000-0003-2285-0543



Romanenko Evgeniy Aleksandrovyich,
доктор наук по государственному управ-
лению, доцент, заслуженный юрист
Украины, Президент Всеукраинской
ассамблеи докторов наук по государст-
венному управлению, заведующий кафе-
дрой публичного администрирования,
Межрегиональная Академия управления
персоналом, Украина, 03039, г. Киев, ул.
Фрометовская, 2, тел.: (044) 490 95 00,
e-mail: poboss1978@gmail.com

ORCID: 0000-0002-7433-2089

Shchokin Rostislav Georgiyevich,
PhD in Law, Associate Professor, Excellent
of the Education, Master of Sports, Honored
Worker of Physical Culture and Sports of
Ukraine, Deputy Chairman of the Supervi-

sory Board, Interregional Academy of Personnel Management, Ukraine, 03039, Kyiv, Str.
Frometivska, 2, tel.: (044) 490 95 00, e-mail: iapm@iapm.edu.ua

Щокін Ростислав Георгійович,
кандидат юридичних наук, доцент, відмінник освіти, майстер спорту, Заслужений
працівник фізичної культури і спорту України, заступник Голови Наглядової ради,

Міжрегіональна Академія управління персоналом, Україна, 03039 м. Київ, вул. Фрометівська, 2, тел.: (044) 490 95 00, e-mail: iart@iart.edu.ua

Щёкин Ростислав Георгиевич,

кандидат юридических наук, доцент, отличник образования, мастер спорта, Заслуженный работник физической культуры и спорта Украины, заместитель Председателя Наблюдательного совета, Межрегиональная Академия управления персоналом, Украина, 03039 г. Киев, ул. Фрометовская, 2, тел.: (044) 490 95 00, e-mail: iart@iart.edu.ua

CORRUPTION INDEPENDENCE IN UKRAINE

Abstract. The experience of combating corruption in developed democratic countries, changes in the legislation of Ukraine, characterized the new anti-corruption system, its achievements and shortcomings, analyzed the statements of some foreign statesmen and complex expert assessments received within the framework of international monitoring mechanisms. In the anti-corruption sphere, developed proposals to improve the fight against corruption.

Keywords: corruption, anti-corruption legislation, anti-corruption measures, anti-corruption system, international ratings.

КОРУПЦІЙНА БЕЗКАРНІСТЬ В УКРАЇНІ

Анотація. Схарактеризовано досвід протидії корупції у розвинених демократичних країнах, зміни в законодавстві України, нова антикорупційна система, її здобутки та недоліки, проаналізовані висловлювання окремих іноземних високопосадовців та комплексні експертні оцінки, отримані в межах реалізації міжнародних моніторингових механізмів в антикорупційній сфері, розроблені пропозиції по удосконаленню боротьби з корупцією.

Ключові слова: корупція, антикорупційне законодавство, антикорупційні заходи, антикорупційна система, міжнародні рейтинги.

КОРРУПЦИОННАЯ БЕЗНАКАЗАННОСТЬ В УКРАИНЕ

Аннотация. Охарактеризованы опыт противодействия коррупции в развитых демократических странах, изменения в законодательстве Украины, новая антикоррупционная система, ее достижения и недостатки, проанализированы высказывания отдельных иностранных государственных деятелей и комплексные экспертные оценки, полученные в рамках реализации международных мониторинговых механизмов в антикоррупционной сфере, разработаны предложения по совершенствованию борьбы с коррупцией.

Ключевые слова: коррупция, антикоррупционное законодательство, антикоррупционные меры, антикоррупционная система, международные рейтинги.

Target setting. Over the last years, level of corruption in Ukraine increased and became one of pressing issues of our times. This negative phenomenon creates as genuine threat to safety, democratic development of the state and society, constitutional order, which is: compromising authority of the country, inflicts damage on democratic principles of governance of society, operation of government machine, restricts human and civil constitutional rights and freedoms, trespasses against the principles of rule of law, breaks prescribed procedures of exercise of powers by corporate officers and officials of public authorities, administrative institutions of country parts of towns (inner suburbs), destroys moral and social values, discredits state at international level. Such situation requires maximum concentration of efforts of all branches of government and local authorities.

Analysis of basic research and publication. Corruption in Ukraine is one of the most sensitive issues, which almost every day reflects in all the mass media in both within the country and abroad. A great number of research papers of such national scientists as L. I. Arkusha, V. M. Veresov, A. Ye. Zhalynskyi, V. S. Zhuravskyi, M. Yu. Bezdolnyi, P. T. Gega, Yu. Ya. Karasaba, M. I. Kamlyk, R. P. Marchuk, M. I. Melnyk and many other scientists is addressed to research of the causes of such state.

The purpose of the article is a brief description of experience of fighting corruption in developed democratic countries; changes in legislation of Ukraine, which occurred after 2014, description of new anticorruption sys-

tem, its achievements and shortcomings; giving analysis over the last year, judgments of certain foreign high officials during the international activities and periodic comprehensive expert evaluation, obtained in framework of implementation of international monitoring mechanisms in anticorruption sphere; giving suggestions on improvement of work on fighting against corruption.

The statement of basic materials. Corruption exists in all the countries, but in different rates, different levels and has different nature of its origin. For the time being, at explanation of causes of unprecedented rate of corruption, inefficiency of using international practice of fighting this negative phenomenon enters the foreground.

So what can Ukraine take from practice of fighting corruption in developed democratic countries? In the first instance, it is better anticorruption legislation. Ukraine supported plan of actions against corruption for states with economies in transition, which was considered and accepted in September 2003 in Istanbul and ratified Convention of the UN against corruption from October 31, 2003.

Unlike Ukraine, corruption is considered as crime in legislation of Germany. The main legislative act in this state is Fighting Corruption Act, passed on August 13, 1997. In this one they recognized such main types of corruption-related crimes as bribery of parliamentarians (§108); bribery and corruptibility in business relationships (§299); super severe cases of bribery and corruptibility in business relationships (§300); giving advantages (§331); corruptibility (§332); bribery

(§334); super severe cases of bribery and corruptibility (§335) [1].

The headmost system of anti-corruption rules is in criminal statute of the US. Two acts passed forty two years ago expressly prohibit bribe-taking (Bribery of Public Officials and Witnesses Act, Foreign Corrupt Practices Act). Moreover, in much broader spectrum of legislative acts there are measures provided to help fighting corruption [2].

In Foreign Corrupt Practices Act, signed by J. Carter on November 20, 1977, the point at issue is that all the companies, controlled by Securities and Exchange Commission (SEC), and also other American “national conglomerates”, do not have right “with aim of corruption” to offer, give any values to any “foreign official” or foreign political party with purpose to influence on official act or decision in order to gain competitive edge. The Act obligates the above American companies to keep and store books, reports and accounts.

In most of the states there is also criminal liability for bribery of representatives of trade unions and for receiving bribes by them “by agreement or with understanding”, that this will influence on their actions and decisions, and for bribe-taking in sports (bribery of participants of sports competitions, judges, coaches, seconds, starters etc.).

Some other acts of the US also touch corruption issues. For instance, in statute of the US about police it is specified that policeman does not have a right further to perform his protection or search (investigation) functions out of service for extra payment.

A policeman does not have to have relatives who are owners of cafes, shops, casinos, entertainment establishments with games of fortune and chance, who sell alcoholic beverages, lottery tickets, tobacco products. All these restrictions are intended to fight latent forms of corruption.

Many years experience of fighting corruptibility of officials in different countries gives possibility to define some forms of varieties of corruption, [3] that are:

1) receiving a reward by official (without prior agreement about it) for already performed lawful action (inaction) with appropriation of corporate opportunities;

2) receiving a reward by official upon the same conditions for action (inaction), associated with violation of official duties;

3) receiving by official a financial reward to perform lawful actions (inaction) with appropriation of corporate opportunities. The variety of this situation is extortion, when an official extorts bribe, when threatening to commit acts, that violate legal interests of the briber or not to commit acts on which briber has grounds to aspire;

4) receiving by official a financial gain to commit illegal acts in which briber is interested in;

5) receiving by official gifts from persons who depend on him/her (так чи інакше), are under his/her jurisdiction, interested in his/her gratefulness, intercession, connivance etc., without any agreement concerning specific official act;

6) exactions, toll, which are laid by official on subordinates and other persons who depend on him/her.

All the named types of corrupt actions of officials are already taken into account in new version of act about public service [4].

Taking into account strategy of fighting corruption, defined by International Legal Acts, the thing that arises is the need to recognize in national criminal law of Ukraine main types of corruption crimes:

- bribery;
- Criminal lobbying;
- cronyism (intercession on the basis of personal connections);
- illegal participation in business activity personally or through close people or empowered persons;
- giving exclusive rights with aim of mercenary use, purchase or diversion of public resources and property for corporate group;
- any use or manipulation of confidential information in personal or group purposes;
- bribery of officials;
- giving advantages, privileges, protectionism, direct or indirect contributions in the period of election campaign on behalf of certain parties and persons;
- illegal distribution of loans and investments;
- carrying out of privatization by way of arranging of illegal contests, auctions;
- actual seizure of share holding, which is in state property;
- complete or partial exemption from customs payments and taxes;
- illegal use of system of preferences concerning different industrial, financial, trade and other corporate groups [5].

There is no doubt that in new anti-corruption law of Ukraine must be tak-

en into account also other measures of fighting against corruption, which are successfully used in progressive democratic countries.

Describing state of things in fighting against corruption in Ukraine in general, it should be noted that after passing array of progressive anticorruption laws by parliament at the end of 2014, Ukraine turned to the way of systematic counteraction, prevention and revealing corruption as a whole. For the present day new in the main essence anticorruption system, which according to international standards and best world practices is mostly preventive and oriented on creation efficient mechanisms of prevention of corruption in the society, is formed and functions.

One of the main indices of efficiency of implementation of anticorruption reform in the last year was creation and meaningful beginning of activity of three key specialized anticorruption institutions, that is:

National Anticorruption Bureau of Ukraine, whose powers include prejudicial investigation of corruption and crimes associated with corruption, done by high officials, empowered on performing functions of state or local self-government, or who are especially potential threat to the society;

Designated Anticorruption Prosecution office, whose functions include performing supervision on following laws during conducting prejudicial investigation, which is realized during conducting appropriate actions by National anticorruption bureau, supporting state accusation of procedures, placed under jurisdiction of National Anticorruption Bureau, in-

termination of interests of citizen or state in court as provided for by the law and associated with corruption offenses.

In the year 2016 the National Agency for Preventing Corruption was created and it started its work. It is this body which is intended to provide implementation of anticorruption policy, determine main principles of its development, implement range of powers associated with establishing institutional anticorruption programs on provision of following law by public officers concerning prevention and conflict of interests management, rules of ethical conduct, implementation of measures of financial control concerning them, and provision of state financing of political parties as well.

Crucial role in fighting corruption at present is also played by other specially authorized subjects, such as prosecution authorities and National police.

Aided by the President of Ukraine they created National Council on Anti-corruption policy which is an advisory and consultative body.

Parliamentary control is maintained by Committee of Verkhovna Rada of Ukraine on prevention and fighting corruption, and also by subdivisions and persons on prevention and fighting corruption, created or specified in state authorities and local self-governments at nationwide and regional levels.

Three more state authorities, start of efficient activities of which will have a significant influence on state of things with fighting corruption, are on the stage of creation or establishment.

First of all – it is National Agency of Ukraine on revealing, searching and

management of assets, received from corruption and other crimes, that will ensure development and implementation of state policy in revealing and searching assets, on which a custody may be imposed during criminal proceeding and/or on management of assets, on which a custody is imposed or they are confiscated in criminal proceeding.

In the making of State Bureau of Investigation, which will perform law enforcement activities with purpose of prevention, revealing, termination, revelation and investigation of crimes, including corruption ones, placed under its jurisdiction.

It is also necessary to complete creation of Supreme Anticorruption Court of Ukraine, of which it has been continually noted. It is this anticorruption court which will execute justice in cases under investigation of National Anticorruption Bureau.

Besides creation of legislative prerequisites and start of work of designated anticorruption institutions, there was an achievement – a practical implementation of range of preventive anticorruption mechanisms since 2016.

They started a reform of law about state service and service in local self-governing authorities with intent to create dutiful system of public service.

They implemented e-procurement system ProZorro, which provided transition from corruption and latent paper tendering processes to transparent electronic system, open for everyone. Society obtained an instrument of control over public purchases, influence on its improvement and prevention of manifestation of corruption.

A start of e-declaration of material standing of public officers became a great breakthrough. This unique system is capable of revealing not only facts of unlawful enrichment, but also latent conflict of interests. Almost 1,5 millions of documents, including 1 million ones over the period of declaration of 2016 were submitted to the system of Unified State Register of entities, empowered on performing functions of state or local self-governing authorities. National agency has already started conducting first complete revisions of submitted electronic declarations of more than 100 persons, empowered on performing functions of state or local self-governing authorities.

They established direct state financing of political parties and election campaigns with purpose to create and provide functioning of system of control and establishing of restrictions, provision of transparency and accountability of financing political forces. Last year they adopted first reports of parties about property, revenues, expenses and financial obligations, first administrative protocols concerning administrative offences associated with noncompliance of procedure of submitting such reports has already been drawn up and took to court.

A remarkable achievement is practice of national tooling concerning quantitative and qualitative indices of level of corruption in Ukraine, which will give possibility of systematical monitoring and evaluation of level of corruption in our state, and also observe dynamics of indices of incidence of corruption and perception of efficiency of anticorruption activity by the general public. In December 2016 National

Agency on Prevention of Corruption presented results of first pilot study on the basis of Standard Quiz concerning level of corruption Method in Ukraine conducted with support of United Nations Development Programme and International Technical Support Project of OSCE. The Method was approved by схвалено by NAPC on January 12, 2017. Analysis of results is expected to be obtained in July this year.[6]

The achievement is also in implementation of practice of anticorruption programs in state authorities, local self-governing authorities and legal entities under public law. NAPC ratified Methodology of evaluation of corruption risks in activity of public authorities, which define array of rules and procedures concerning evaluation of corruption risks, within framework of preparation of anticorruption program of this or that public authority, with periodical review specifically with purpose of provision of the single approach in public authorities to arrangement of works on evaluation of corruption risks arising during implementation of their power. As Eligibility Guidelines concerning preparation of anticorruption programs of public authorities are prepared and ratified, further these programs are to be agreed by NAPC.

In July, 2017 NAPC cancelled decision from June 17, 2016 № 2 “List of offices with high and higher levels of corruption risks”. Now there are two individual lists ratified: with high corruption level for implementation of certain purposes, specified by article 50 (concerning full revision of declarations), and higher corruption risk for implementation of certain purposes, specified by article 56 (concerning conducting of

special revision) of Prevention of Corruption Act of Ukraine [7].

Particularly list of high corruption risk includes such offices as:

- Chief of Staff of the Presidential Executive Office and his deputies;
- Chiefs and Deputy Chiefs of functional areas of National Bank of Ukraine;
- Chiefs and Deputy Chiefs at territory directorates of State judicial administration;
- Chiefs and Deputy Chiefs of state enterprises, institutions, organizations;
- certain Chiefs at local self-governing authorities;
- certain Chiefs, responsible for implementation of anticorruption program;
- members of state collegial bodies, performing functions of government regulation.

List of higher corruption risk includes such offices as:

- Chief of Staff of the Presidential Executive Office and his deputies;
- members of state collegial bodies;
- offices that should be deputized by senior officers' staff of militaries in military registration and enlistment offices;
- Chiefs and Deputy Chiefs of functional areas of NBU;
- Chiefs and Deputy Chiefs at territory directorates of State judicial administration;
- Chiefs of state enterprises, institutions, organizations and their Deputy Chiefs (except citizens of other states);
- offices of state service determined by structure of public authorities whose jurisdiction is spread over the whole territory of Ukraine, in case of non-reasonability of creation of structural subdivisions;

– certain offices in local self-governing authorities.

Work with persons called accusers, who provide assistance in prevention and fighting corruption, still remains to be the weak point.

At parliamentary hearings on May 24, 2017, of “State of implementation of principles of anticorruption policy in Ukraine”, it was noted that level of performing measures provided by Anticorruption strategy for years 2014–2017 and plan of measures on its implementations, is approaches to 65 %, which says that there are not enough efforts, put by different subjects of anticorruption policy for its implementation into life [8].

It is pretty logical, that the consequence of Ukrainian course of integration with Europe is watchful interest of international community to the process of implementation of anticorruption reform. This is exactly why efficiency of application of initiatives in this sphere is one of key image indices of our state in international scene. We are talking about judgments of certain foreign high officials during the international activities and periodic comprehensive expert evaluation, obtained in framework of implementation of international monitoring mechanisms in anticorruption sphere.

In Parliamentary Assembly of the Council of Europe, where Kyiv continually obtained more than complimentary statements on its address, it was finally recognized that there are no noticeable and specific results of anticorruption activity in Ukraine. “The Assembly is concerned about the slow pace of the fight against corruption with limited results” – that’s what

was said in January resolution of PACE about Ukraine. “The prolonged absence of progress “in the fight against corruption, namely, trials and prison sentences for those guilty of corruption” can potentially reduce the effect of ambitious reforms and eventually undermine public confidence in the political and legal system in general”, the document reads [9].

Ambassador of European Union in Ukraine Hugues Mingarelli, during the meeting with students of Lviv National University stated that corruption in Ukraine makes potential investors worried even more than war”. Some people turn your fantasy world into the ATM. Mostly it is because of corruption. Therefore, we dedicate much of our time, energy and resources, sharing our experience of overcoming corruption with your power,” he said [10]. Judgment of former Prime Minister of Great Britain David Cameron was more categorical: “Level of corruption in Ukraine is absolutely unacceptable ... It is a cancer tumor which kills the country”.

Results of research conducted by audit company Ernst & Young over the period from November 2016 till January 2017, published in April 2017, showed that within two years country, according to level of corruption among 41 countries of Europe, Middle East, India and Africa with developed markets or developing ones, moved from seventh place to first one. Indeed, number of respondents, thinking that bribe-taking and corruption are widely spread in the country, makes up 88 %. By this index Ukraine is on the lowest positions among all the state members of research of EY. At the same time

among countries with developed markets, countries like Denmark, Norway and Finland have the lowest level of manifestation of corruption in business.

Is is also pointed out that “absence of economical growth and improvement of business climate in our country in combination with absence of efficient system of punishment can urge businessmen on violation of ethical standards” [11].

In April 2017 Petro Poroshenko signed changes into Fighting Against Corruption Act, according to which members of anticorruption public organizations are obliged to submit e-declarations.[12] This provoked criticism in the USA, EU, Canada and Britain. At the US Embassy they stated that this Act – “is a serious step backwards for Ukraine.” At the same time in July 2017 federal law enforcement bodies of the US, on the ground of documents translated by Department of State, initiated check of using money of American taxpayers by public organizations in Ukraine. The public organization – Anticorruption Centre in Ukraine – became one of the subjects of examination. The organization is suspected in inappropriate use of granted funds allocated by programs of the US, and members of the Centre in unlawful enrichment at American taxpayers’ expense [13].

Fight of Ukrainian authority against corruption comes to only to sounding promises (as chair of global anticorruption movement Transparency International (TI) Jose Ugasa stated in Kyiv in May 2017), Ukrainian authority showed “very insignificant results” in fighting against corruption and “does

not realize, how vital it should be”. Atmosphere of impunity concerning corruption reigns in Ukraine. He advised Ukrainian anticorruption authorities urgently “fry big fish”, in other words, to take big cases of corrupt officials of times of Yanukovych to court. According to his information, in the year 2016 in research of TI, which determined index of perception of corruption in the world, according to which “0” stands for total corruption, and “100” – for its total absence, Ukraine received 29 points from 100 and found itself on 131 place among 176 countries [14].

Such indices to the big extent are explained by spreading information about scales of corruption crimes of the times of Yanukovych. By the way it was Yanukovych who headed in 2016 other rating of TI – Unmask the Corrupt, in which the biggest corrupt official of the world was elected. “This is the evidence of the fact that not only Ukrainians, but also people in the whole world expected resolute and powerful reaction from the authority in Kyiv on crimes of Yanukovych and his environment, so that chain of corruption impunity in Ukraine has finally been broken”. At Transparency International they were also disappointed with the fact that introduction of system of e-declaration of state officials’ revenues “still did not give a final result”. “None of the officials was not made answerable for false data in his/her e-declaration, and revision of declarations of although first wave still has not even started”.

Director of European Bank for Reconstruction and Development in countries of Eastern Europe and Caucasus Francis Malege in June 2017, compared fight against corruption in

Ukraine with sport fishing – “caught, took a photo and let go” [15].

And in conclusion, United States Secretary of State Rex Tillerson, before visiting Kyiv on the next day after finishing of summit G20, made a big statement about the fact that it’s pointless to fight for Ukraine, if its soul is to be killed by corruption. It’s a clear hint to Poroshenko. Not to people or country but specifically to the president [16].

Over the last years a great many things were done in anticorruption sphere in Ukraine – they passed special anticorruption act and array of other legislative acts of anticorruption orientation, new anticorruption authorities were created, creation of anticorruption court is on its way of preparation. However, these measures and other ones, performed in the state and in the society, did not lead to any appreciable positive results in case of fighting against corruption. There are many reasons for that, both objective and subjective. Tragedy of the situation is also in the fact that not that Ukrainian politicians do not so much want to reform system, as they do not know how to do it, that is why after playing a little like fighters against corruption on leading national TV channels, they successfully head directly or mediately corruption schemes. For now corruption in Ukraine has the feature, that makes it to be a crisis type corruption. This type of corruption lies in the fact that this is the corruption that: a) is being born by crisis of modern Ukrainian society (and not only by imperfection of legislation); b) is capable of deepening crisis of the Ukrainian society, having a property to bring any political, economical, legal, moral reforms in Ukraine to nothing.

This is where its threat to the national security of Ukraine lies.

While learning foreign experience of fighting corruption, suggestions in both scientific literature and the press, let us stop at three methods which are, in our opinion, the most efficient at this time.

First – it's improvement of legislative base. For the further integration of Ukraine into international fight against corruption manifestations introduction of world anticorruption standards слід ratify and implement into national legislation Convention of Council of Europe about access to official documents and Convention of OECD on Combating Bribery of Foreign Public Officials in International Business Transactions.

In order to diminish corruption-bearing factors, minimization of groundless discretionary powers and opportunities for abuses on the part of officials of state authorities it is necessary to develop and ratify Code of administrative procedures, which standardizes in detail all the processes of implementation regulatory, control, permission and other powers by executive authorities at interaction with natural and legal entities. Upon that special attention should be given to maximum introduction of electronic document flow.

In order to activate fighting against corruption in the most vulnerable sectors of state administration it is offered to prepare and approve Financial Investigations Act along with taking into account offers of international experts and the public.

Conclusions. In order to regulate relations of state authorities, first of all, parliament, with business environment aiming to extract corruption compo-

nent out of this sphere of communication of authorities with entrepreneurs and their unions it is necessary to develop and approve Legal principles of Lobbying Act.

Second – it's further and quick conduct of administrative reform and deregulation of economy. Ukrainian system of state administration in its essence still remains to be Soviet one and it is incapable of working efficiently under conditions of market economy. Corruption manifestations, which turned into peculiar market mechanism, make it more flexible. Particularly to this lead such things as complexity of procedure of receiving services in authorities, personal contact of declarant and official, restricted access to administrative body, shortage of information about provision of administrative services, orientation of activity of authorities rather on exaction of fine, than their prevention. It is necessary to minimize personal communication of citizens with officials who prepare or take decisions. It can be achieved through use of post connection and electronic mail, creation of service centres, where citizens can bring all the documents in one time, regulation of lines, by increasing number of reception hours of officials, improvement of notification of citizens through creation of reference services and electronic resources with detailed list of all the services and procedure of their provision, introduction of mechanism of paying fines through banking facilities, not at place of revision by inspectors. For example, Amendments to Certain Legislative Acts Concerning Improvement of Conducting Construction Activities' Act of Ukraine which cancels

procedure of receiving technical conditions of fire and technical safety, which duplicated, because it is already taken into account in SCS (state construction standards) came into effect from May 12. This will favour to increase of position of Ukraine in overall rating of easiness of Doing Business, and also will allow additionally involve almost 1,2 billion of US dollars of investments into economy of Ukraine.[17]

Third – it is necessary to change world outlook of people, as complexity of overcoming corruption is also associated with interest in such unlawful actions of not only representatives of authorities but businessmen and ordinary citizens as well. People tend to give “bribe”, even if it is not extorted from them, with aim to have state decision on their behalf in the shortest terms. Researches of Ernst & Young say that 77 % of members of boards of directors or senior managers state, that they could make an excuse for such unethical behavior to help business to survive, upon that every third person is ready to give a money reward in exchange of entering or extending contract.

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Romat Yevgeny Victorovich,

Doctor of Sciences in Public Administration, Professor, Head of the Department of Marketing and Advertising, Kyiv National Trade-Economic University, Ukraine, 02156, Kyiv, Str. Kyoto, 19, tel.: (050) 343 43 21; e-mail: evromat@ukr.net

ORCID: 0000-0002-5028-1379

Ромат Євген Вікторович,

доктор наук з державного управління, професор, завідувач кафедри маркетингу та реклами, Київський національний торговельно-економічний університет, Україна, 02156, м. Київ, вул. Кіото, 19, тел.: (050) 343 43 21; e-mail: evromat@ukr.net

ORCID: 0000-0002-5028-1379

Ромат Евгений Викторович,

доктор наук по государственному управлению, профессор, заведующий кафедрой маркетинга и рекламы, Киевский национальный торгово-экономический университет, Украина, 02156, г. Киев, ул. Киото, 19, тел.: (050) 343 43 21; e-mail: evromat@ukr.net

ORCID: 0000-0002-5028-1379



ELEMENT “PRICE” IN THE PUBLIC MARKETING COMPLEX

Abstract. The article is devoted to research of theoretical and practical questions of formation of the element “price” in the complex of public marketing. The article defines categories of “marketing complex”, examines the evolution of its development. The article contains an analysis of the main areas of development of the concept of a marketing complex. It is shown that a more relevant approach to the concept of a marketing complex in public administration is to transform its understanding from the 4P’s model into the 4C’s model. The relationship between models of the 4P’s and 4C’s marketing complex is presented in detail. The results of the analysis of the price policy of subjects of public marketing are made.

Keywords: price, public marketing, 4P’s model, marketing mix.

ЕЛЕМЕНТ “ЦІНА” В КОМПЛЕКСІ ПУБЛІЧНОГО МАРКЕТИНГУ

Анотація. Досліджено теоретичні та практичні питання з формування елемента “ціна” в комплексі публічного маркетингу. Розглянуто дефініції

категорії “комплекс маркетингу”, досліджується еволюція її розвитку. Проаналізовано основні напрями розвитку концепції комплексу маркетингу. Показано, що релевантнішим підходом до поняття комплексу маркетингу в публічному управлінні є трансформація його розуміння від моделі “4P’s” у модель “4C’s”. Детально представлено співвідношення між моделями комплексу маркетингу “4P’s” та “4C’s”. Зроблено підсумки аналізу цінової політики суб’єктів публічного маркетингу.

Ключові слова: ціна, публічний маркетинг, модель “4P’s”, маркетинг-мікс.

ЭЛЕМЕНТ “ЦЕНА” В КОМПЛЕКСЕ ПУБЛИЧНОГО МАРКЕТИНГА

Аннотация. Исследованы теоретические и практические вопросы формирования элемента “цена” в комплексе публичного маркетинга. Рассмотрены дефиниции категории “комплекс маркетинга”, исследуется эволюция ее развития. Содержит анализ основных направлений развития концепции комплекса маркетинга. Показано, что наиболее релевантным подходом к понятию комплекса маркетинга в публичном управлении есть трансформация его понимания от модели “4P’s” в модель “4C’s”. Подробно представлено соотношение между моделями комплекса маркетинга “4P’s” и “4C’s”. Сделано итоги анализа ценовой политики субъектов публичного маркетинга.

Ключевые слова: цена, публичный маркетинг, модель “4P’s”, маркетинг-микс.

Target setting. In the context of Ukraine’s integration into European and world communities, the task to build a modern socially oriented state, whose success is ensured by such important factors as knowledge of the desires and needs of citizens, quick and flexible response to their demands are arised. This is ensured by studying of the possibilities and effective use of various methods, forms and methods of promoting state-owned goods and services, forming demand of existing and potential consumers on the basis of public marketing, which actualizes the problem under investigation.

Analysis of recent research and publications. The following foreign and Ukrainian scientists, such as: V. Vakulenko, A. Gavrilyuk, V. Golub,

V. Homolskaya, N. Datsiy, I. Drobyazko, V. Kuybida, , M. Oklander, E. Romanenko, K. Romanenko, A. Starostina, V. Tymoschuk, I. Chaplay and others were engaged in research of development and formation of the basic theoretical principles of public marketing and practical recommendations.

The purpose of the article is to analyze the element “price” in the complex of public marketing.

The statement of basic materials. Price is one of the most important elements of the public marketing complex, which determines the success of this activity. In order to more fully analyze the price component of the marketing complex, we first consider the concept in more detail.

As its know, the marketing complex is one of the central marketing categories. It also has other names: “marketing mix” (marketing mix), marketing structure, “function of four P”, or 4 P’s. Attention is drawn to the latter definition, according to which the success of marketing activities is considered as a “function” of the four main “arguments”: goods, prices, distribution and marketing communications. The name “4 P’s” is explained by the fact that the name of each of these “arguments” in English begins with the Latin letter “p”: product, price, place, promotion.

Some considerations regarding the concept of “marketing complex”. So, Philip Kotler defines it as: “... a set of marketing tools used by the company to achieve its marketing goals” [1, p. 45]. Specialized marketing resource Marketopedia.ru follows the following position: “Marketing complex (marketing-mix) is a set of variable marketing factors that are controlled, the totality of which the firm uses in an effort to trigger the desired response in response from the target market.

The marketing mix function lies in formation of a mix that not only meets the needs of potential customers within the target markets, but also maximizes the effectiveness of the organization” [2]. Thus, the cardinal value of the marketing complex is emphasized not only for the marketing activities of the organization, but also for its successful functioning as a whole.

G. L. Bagiev and V. M. Tarasevich, authors of the book “Marketing” proposed expanded and figurative definition: “The marketing mix (marketing mix) is a “marketing recipe”, the use of which allows the company to bet-

ter meet the needs of target markets and adapt to possible changes in the marketing environment. The simplest structure of the recipe for marketing requires coordinated action in the areas of commodity (product), pricing, marketing and communicative (stimulating) policies. This is the well-known formula of 4P’s: Product, Price, Place, and Promotion” [3, p. 537].

In the works devoted to the problems of public marketing, consideration of the complex of public marketing is rather fragmentary. Thus, the well-known Filipino researcher on nonprofit marketing issues, Oliver Serrat, notes succinctly: “Public marketing actors can use a custom blend of four main arguments: product (or service), location (or placement), price and promotion (Marketing communications). Public marketing actors also use other marketing tools that are used to link them to stakeholders, to increase their effectiveness, and to demonstrate the positive use of the resources they are endowed with” [4].

A similar position is taken by the Ukrainian researcher I. M. Drobyzko: “It is not very easy to interpret marketing mix in the marketing activities of the authorities, which consists of the following elements: product (in the form of a product or service), price, promotion and promotion. At the same time, each of these elements must, firstly, be designed in order to satisfy the characteristics of the target market; and, secondly, to harmonize with other elements” [5, p. 4]. As we see, the author is limited only to the list of the main elements of the complex of public marketing, without considering the essence of the concept in detail and in complex.

Some researchers investigating the problems of public marketing believe that a more relevant approach to the concept of a marketing mix in public administration is to transform its understanding of the 4P's model into the 4C's model. In this connection the connection between these complexes is as follows (table):

The model "4 C's" was proposed by R. Lauterborn in 1990. Today it serves as an adequate reflection of the client-orientation modern marketing concept that describes the marketing mix as a set of tools and measures available to formulate a proposal in order to meet customer needs [6, p. 26].

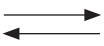
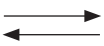
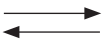
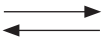
At the same time, some specialists (in particular, A. Gilmore) note that the changed emphasis does not mean that the classical "4 P's" approach has lost its significant methodological significance. Simply the model "4 C's" is recognized by the specialists as more suitable for targeting the activities of public administration actors in order to meet the needs of citizens.

Therefore, using marketing technologies of segmentation and positioning, public institutions can expand the use of marketing tools and increase their efficiency in meeting common interests of public marketing objects [7, p. 84].

French researchers of the public marketing problems A. Kaplan and M. Heinlein call other important reasons for the 4 P's model to be used in conjunction with the "4 C's" model in this area. So, they believe that the understanding of product formation, pricing, marketing, and marketing communications in the public marketing system tends to be narrowed down due to certain constraints.

According to the thoughts of experts, "price" is the most complex element of the marketing complex in the sense of its public-marketing essence. It must be admitted that in the system of commercial marketing, the understanding of this concept is much simpler and incomparably more explored. Moreover, in the vast majority of cases, in market conditions, the price is expressed in a certain amount of money as the equivalent of the consumer received goods. In the complex of public marketing, the price, on the contrary, is rarely measured by money, and more often – in the form of actions, expected behavioral standards, etc. At the same time, both in commercial and public marketing, it is possible to distinguish common, basic, fundamentally important characteristics of this element of the marketing mix.

The relationship between models of the marketing complex "4P's" and "4C's"

"4P's" Complex		"4C's" Complex
Product		(Customer needs and wants)
Price		(Cost to the customer)
Place		(Conveniences)
Promotion		(Communications)

Analyzing the differences in understanding the price in commercial and public marketing, A. Kaplan and M. Heinlein rightly point out: "In private companies, optimally formed priced policies help to achieve, above all, financial goals, contribute to customer willingness to pay, and is an element of the company's positioning strategy with respect to competitors. The same principles can not be applied to price restrictions in public administration.

First, public administration is a non-profit sector. And although a certain positive balance can be achieved by public authorities in one period, there is no goal to maximize this surplus under any conditions. Secondly, the notion of willingness to pay often can not be applied to public administration services, because consumption of public services is not always within the free choice of the client. Finally, many public administration services do not have any direct competitors, so there can be no way to evaluate the positioning of the product" [8, p. 205].

Scientists-marketers express different points of view, considering the essence of the price. Thus, Philip Kotler and Gary Armstrong have a profound marketing understanding of the price, which states: "In the broadest sense, the price can be considered as a set of all values that the consumer exchanges for the ability to own the goods or use the product (or service)" [9, p. 522]. The advantage of this definition is its versatility, which does not link it to commercial marketing alone. This approach can be used in any field of marketing, including in public marketing.

The American Marketing Association in its official electronic dictio-

nary offers price determination, such as: "... a formal relationship that indicates the amount of cash or services needed to purchase a certain amount of goods or services" [10].

Researchers-marketers G. L. Bagiev, V. M. Tarasevich and H. Ann define two basic approaches to the concept of price: "Price – 1) money value of money, the amount of money that consumers have to pay to receive the goods. The price assigned by the firm must correspond to the perceived value of the offer; 2) an effective marketing mix tool, ie a marketing mix" [11, p. 707]. As we can see, the first of the above definitions can be considered closer to the political economy of the category "price" with a certain adjustment to the impact of market specificity ("must correspond to the perceived value of the offer").

Ukrainian scientist Taras Grigor-chuk holds a similar position: "Price is a certain amount of money that the buyer is willing to pay in order to receive a unit of a particular product or service" [12]. At the same time, it is difficult to agree with Professor Tetyana Primak, who in the marketing manual offers the following definition: "Price – monetary expression of the value of goods or services, economic category for determining the amount spent on the production of goods (services) of social labor" [13, p. 34]. According to this purely political approach, which measures the price only by the amount of socially necessary costs, all prices for the same assortment position of the particular product should be the same. And this trend would be independent of the will of the seller, the place of sale, etc. In practice, this happens quite infrequently.

The difference in price from all other elements of the marketing mix is rightly determined by Philip Kotler and Gary Armstrong: "Price is the only element of the marketing mix that generates profit. All others only increase the company's expenses. In addition, the price indicates the market value of the goods" [9, p. 462].

As we can judge from the above definitions, the specific characteristic of the marketing understanding of the price is its certain "landing", the consideration of the concept of almost every day level, appeal to common sense. In the simplest sense in marketing, the price is the equivalent, for which the buyer is ready to give up possession of the goods, and the seller is ready to give this product.

Lets consider the point of view of the price of specialists in the field of public marketing. So, the American researcher Evert Gumesson, considering the specifics of prices for public services, rightly observes that: "Public services are mostly non-profit organizations. This creates an unusual situation in the relationship with the client/citizen: for example, the connection between the provision of services and payment is not straightforward, because "payment" is made through the taxation system" [14, p. 835]. It is important to recognize the importance of establishing the specifics of the concept of "price" in public marketing in the cited fragment. However, in our opinion, the scope of specificity is even greater. This is due to the fact that the equivalent, expected by the subjects of state marketing in exchange for their goods from the target market, in general, rarely take a monetary form.

The same approach is also followed by L.V. Smorgunov. At the same time, in

our opinion, he considers not only the essence of the price as an element of the public marketing complex, but also the emphasis on expenditures paid for the production of public goods: "The price is the cost of implementing the program at the expense of funds received from the state budget, due to taxes from citizens; thus, the state offers to citizens services that have already been paid by citizens" [15, p. 91].

Significantly closer to the marketing approach, in our opinion, is the position of S. N. Andreev and L. N. Melnichenko: "For state power, the price of a non-profit product is an instrument for increasing its benefits and social effect, saving on aggregate costs in the form of direct financing of the subjects, granting to them privileges and means for development" [16, p. 177]. Thus, the indicated authors expand the form of presentation of prices not only monetary, but also by social dimensions.

The marketing approach to understanding of the analyzed concept is sufficiently reflected, in our opinion, in the following definition: "The price in public marketing should be understood as certain actions, reactions, behavior expected by the public administration from the" target markets "in response to the provision of services, which are included in the concept of state goods" [17, p. 34]. It is this approach to the public marketing definition of the price we will use in our further analysis.

Emphasizing on the problems of pricing in the public marketing system, the American researcher Judith Medill rightly points out: "Price setting is one of the most difficult marketing problems in the public sector. If for the private sector, these procedures are standard,

for most government agencies pricing is a new activity. As is evident, the public sector resists greater temptation and has more restrictions than the private sector. For example, the main problems may appear when the government begins to sell free services to that one. In the context of the growing cost of preserving the environment, this situation is very widespread and very productive on the problems" [18, p. 17]. As we see, the researcher refers only to prices set for public products in monetary terms.

Natalia Shcherbakova, who works in the field of public administration, rightly focuses on, for the most part, the nonmarketing nature of pricing in the system of public authority: "The state body itself determines (in essence, assigns) the service provider, he automatically assigns the service to the category of free or paid (except Services that are paid in accordance with the law), he himself develops a system of pricing, the order and form of service delivery" [19].

Specifics of pricing policies of the subject of public marketing on the public good was the cause of so-called "free rider problem". The problem comes from the fact that the average person will not always promote the public good, to contribute to the benefit of public power when it is unnecessary. For example, if a person does not pay taxes, it still uses the services granted by the government in national defense. The latter, as is well known, regardless of the "free rider" provided by tax payments of other citizens". [20] As we see in today's market and human-oriented society remains a problem that caused the rejection of the majority minded individuals the basic principles of com-

munist relations ("from each — if possible, each — according to his needs"). Note that this problem does not apply solely to ethical and directly affects the economic capacity of public authorities.

A well-known American researcher Tyler Cowen so wittfully interprets the problem of reimbursement of distributed resources as a public good, taking into account the "nobleman's problem": "Public good has two different aspects: the lack of exclusive rights to its consumption and the lack of competition among its consumers". Absence of exclusive Rights "means that the cost of retaining non-payers enjoying the benefits of public goods or services is prohibitively high. For example, an entrepreneur provides fireworks shows. She can watch the show from their windows or back yards. Because the entrepreneur can not charge for the consumption of his services, the considered fireworks show will not bring profit, even if the demand for the show was strong [...] The second aspect of the problems with providing the public good is What economists call "nonrivalrous consumption". Let's suppose that an entrepreneur manages to exclude from the scheme unwilling to pay contributions from an audience that wants to watch the show (perhaps the conditions are created when the show can only be seen from a private erytoriyi). In this case, the fee for entering this field will be charged, and people who do not want to pay this price will be excluded. If this field is large enough, these actions will also be ineffective. Even non-payers can watch the show without increasing the cost of display or diminishing the pleasure of those who paid" [21]. In other words, in the absence of a certain level

of control by the public authorities, the “payment” of the envisaged public price may not occur.

At the same time, subjects of public administration may not always be able to afford “non-market participants” not to pay for the public good. As A. Kaplan and M. Heinlein rightly point out: “These problems do not mean that the price does not matter for public administration in the sense that services should always be provided for free. Obviously, there are some areas in which the government asks citizens to pay the price. Moreover, it would be unethical or even impossible to avoid paying a salary. Moreover, part of the public service involves the collection of certain national and local taxes. Moreover, public management may deliberately decide on an increase in fees charged for certain services To make them more valuable to a citizen. For example, in Germany, household waste management costs have steadily increased since the 1980s. On the other hand, this policy has led to an increase in environmental literacy among the population of Germany” [8, p. 205].

Thus, summing up the analysis of the price policy of subjects of public marketing, we can reach the following **main conclusions**:

1. The price in public marketing, as well as in the commercial, is the equivalent that expects to obtain public marketing subjects from the consumer in exchange for a public product.

2. The price in public marketing is rarely measured in monetary terms. Often, these are the actions, standards of behavior that are expected to get objects of marketing from objects, for example, support, or, at least, the

lack of counteraction to their activities.

3. The specificity of the distribution of the public good leaves opportunities for a certain part of the potential public market to evade the payment of a “public price”, which constitutes the essence of the phenomenon of “the problem of a non-cash”.

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UDC: 32.351:321

Fedorenko Tatyana Anatolievna,
*postgraduate student of the Department of
Public Health Management, National Acad-
emy of Public Administration under the
President of Ukraine, Ukraine, 03057, Kyiv,
Str. Eugene Potier, 20, tel.: (044) 481 21 55,
e-mail: fedorenko_2008@ukr.net*

ORCID: 0000-0003-1175-6404

Федоренко Тетяна Анатоліївна,
*аспірант кафедри управління охороною
суспільного здоров'я, Національна акаде-
мія державного управління при Президен-
тові України, Україна, 03057, м. Київ, вул.
Ежена Пот'є, 20, тел.: (044) 481 21 55,
e-mail: fedorenko_2008@ukr.net*

ORCID: 0000-0003-1175-6404

Федоренко Татьяна Анатольевна,
аспірант кафедри управління охороною

*общественного здоровья, Национальная академия государственного управления при
Президенте Украины, Украина, 03057, г. Киев, ул. Эжена Потье, 20, тел.: (044) 481 21 55,
e-mail: fedorenko_2008@ukr.net*

ORCID: 0000-0003-1175-6404

ATTRACTING OF THE PUBLIC TO THE FORMATION, IMPLEMENTATION AND MODERNIZATION OF STATE POLICY IN THE SPHERE OF HEALTH IN UKRAINE: THE INTERNATIONAL LEGAL ASPECT

Abstract. The article is devoted to the formation of conceptual bases of citizens' participation in the formation, implementation and modernization of the state policy in the sphere of public health protection in order to use the potential of participatory democracy in the process of medical reform in Ukraine. Substantiated proposals on improving the current legislation and public-management practice are substantiated. Attention is focused on the conditionality of the success of medical reform in Ukraine from its support by civil society. International treaties and other documents that are sources of international standards for participatory democratization are defined and systematized. Attention is focused on the mapping of international standards of participatory democracy

in the 21st century in the judgments of the European Court of Human Rights in the practice of criminal and human rights organizations. Their essence, content and peculiarities are revealed. The prospects for the implementation of international standards for “participatory democracy” in the reform of the public health protection system are identified.

Keywords: public health, medical reform, participation of citizens in medical reform, participatory democracy, international standards of participatory democracy.

ЗАЛУЧЕННЯ ГРОМАДСЬКОСТІ ДО ФОРМУВАННЯ, РЕАЛІЗАЦІЇ ТА МОДЕРНІЗАЦІЇ ДЕРЖАВНОЇ ПОЛІТИКИ У СФЕРІ ОХОРОНИ ЗДОРОВ'Я В УКРАЇНІ: МІЖНАРОДНО-ПРАВОВИЙ АСПЕКТ

Анотація. Сформувано концептуальні засади участі громадян у формуванні, реалізації та модернізації державної політики у сфері охорони суспільного здоров'я з метою використання потенціалу партисипаторної демократії у процесі проведення медичної реформи в Україні, а також обґрунтовано відповідні пропозиції щодо вдосконалення чинного законодавства та державно-управлінської практики. Висвітлено залежність успіху медичної реформи в Україні від її підтримки громадянським суспільством. Визначено та систематизовано міжнародні договори та інші документи, які є джерелами міжнародних стандартів партисипаторної демократії. Акцентується увага на відображенні міжнародних стандартів партисипаторної демократії у ХХІ ст. в рішеннях Європейського суду з прав людини і в практиці міжнародних лікарських і правозахисних організацій. Розкрито їх сутність, зміст і особливості. Виявлено перспективи імплементації міжнародних стандартів “демократії участі” при реформуванні системи охорони суспільного здоров'я в Україні.

Ключові слова: охорона суспільного здоров'я, медична реформа, участь громадян у медичній реформі, партисипаторна демократія, міжнародні стандарти партисипаторної демократії.

ПРИВЛЕЧЕНИЕ ОБЩЕСТВЕННОСТИ К ФОРМИРОВАНИЮ, РЕАЛИЗАЦИИ И МОДЕРНИЗАЦИИ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ В СФЕРЕ ЗДРАВООХРАНЕНИЯ В УКРАИНЕ: МЕЖДУНАРОДНО-ПРАВОВОЙ АСПЕКТ

Аннотация. Сформированы концептуальные основы участия граждан в формировании, реализации и модернизации государственной политики в сфере охраны общественного здоровья с целью использования потенциала партисипаторной демократии в процессе проведения медицинской реформы в Украине. Обосновываются соответствующие предложения касательно усовершенствования действующего законодательства и государственно-управленческой практики. Освещены обусловленность успеха медицинской реформы в Украине от ее поддержка гражданским обществом. Определены

и систематизированы международные договоры и другие документы, являющиеся источниками международных стандартов партисипаторной демократии. Акцентируется внимание на отображении международных стандартов партисипаторной демократии в XXI в. в решениях Европейского суда по правам человека и в практике вречесных и правозащитных организаций. Раскрыто их сущность, содержание и особенности. Выявлено перспективы имплементации международных стандартов “демократии участия” при реформировании системы охраны общественного здоровья.

Ключевые слова: общественное здравоохранение, медицинская реформа, участие граждан в медицинской реформе, партисипаторная демократия, международные стандарты партисипаторной демократии.

Target setting. In XXI century healthy nation is as valuable for modern country as its economical, technical, military or other development. That is why most states of the world, including Ukraine, turn all their efforts to improvement of the existing systems of public healthcare. And if in some states of the world healthcare reform transformed public administration systems in healthcare into standard ones in a single time (Great Britain, 1948 – beginning of work of National Health Service), then in others they have a permanent nature, when each new government changes value orientations, strategy and approaches to reform of public administration in public healthcare.

The experience of reform of state administration in public healthcare in Ukraine also speaks for itself, in part of introduction of healthcare insurance, in particular. This is how acting Minister of Health of Ukraine U. Suprun summed up “achievements” of appropriate healthcare reforms in Ukraine: “... during the times of independence 21 healthcare insurance bills were drafted and more than 20 ministers of health

were changed, but population of Ukrainians became on 10 millions less” [13]. For this reason, new governing body of Ministry of Health of Ukraine proceeded with rationing of its own groundworks in existing legislation of Ukraine right away.

It is commonly known that on 8th of June of this year Supreme Council of Ukraine – Verkhovna Rada – passed a bill of state financial guarantees of provision of healthcare and medicinal products (registration No 6327 on 10.04.2017) [12]. On June 14, 2017 government of Ukraine approved a Budget resolution on 2018–2020, which provided financing of all the stages of the established reform of public healthcare. However, at the last week before vacations in July this year Bill № 6327 was not put to a vote of Verkhovna Rada of Ukraine.

Instead, at the day of probable consideration of Bill № 6327 by parliament on July 14, 2017 near the facility of MH of Ukraine some public acts (public shows) turned around with aim to... stop healthcare reform. The deputy of minister of health O. Linchevskyi also mentioned paradoxical feature of this

situation: “Whenever on earth did it happen that directors of clinics, head physicians and Academy Fellows were coming under building of MH? Whenever did such a thing happen? Whenever did deputies lead public shows? The richest are going out on public shows under MH” [7, p. 17].

Generally, we can agree with Ukrainian scientists that the underlying principles of healthcare reform are principles of justice; solidarity; commitment to improve public health; commitment to satisfy rightful public demands; commitment to improve quality of medical care; progress; efficiency; public participation in development of things political [16, p. 3]. It is usage of potential of participatory democracy, or “democracy of taking part” which, in our opinion, is the guarantee of legitimation and popularization of public healthcare reforms in Ukraine.

Analysis of recent research and publications. Problems of theory and practice of implementation of public healthcare reforms in Ukraine were continually researched by such scientists on public administration as M. Banchuk, M. Bilynska, N. Vasyuk, V. Knyazevych, Ya. Radysh, M. Shcherbyna and others. It is logical to remember also about scientific achievements of such worldwide famous founders of participatory democracy as P. Bakhrahk, J. Keene, K. MacPherson, J. Mansbridge, K. Offe, O. Hioffe, J. Zimmerman and others. In the meantime, topic of international standards of participatory democracy from the perspective of its use for development, implementation and reforms of public administration in public healthcare in Ukraine in public and administrative realities of

the present time remains to be underexplored.

The purpose of the article is development of conceptual principles of participation of citizens in development and implementation of state policy in public healthcare with aim to use potential of participatory democracy in the process of implementation of healthcare reform in Ukraine.

The statement of basic materials. Ukrainian scientists describe participatory democracy or democracy of taking part as “form of political regime, which provides arrangement of all the public and state life with involvement to development and taking authoritative and administrative decisions of the public” [15, p. 27]. Interpreting the content of this category concerning scope of our research, it is arguable that participatory democracy is an important administrative and legal instrument of development, implementation and modernization of state policy in public healthcare, that provides broad involvement of citizens, the public and institutions of civil society into task-oriented process of transformation of the existing healthcare system in Ukraine into new innovative, economically justified model of provision of implementation of rights of citizens on healthcare, health intervention and healthcare insurance.

Implementation of potential of participatory democracy development, implementation and modernization of state policy in public healthcare involves availability of at least three determinative components. First, creative (doctrinal) component, which involves availability of stable theoretical and methodological approaches concerning

involvement of the public into healthcare reform, and ideally – availability of appropriate concept or strategy, approved by Government of Ukraine or profile ministry. Second, normative a legal component, represented by system of international treaties and documents and system of the current legislation of Ukraine, which allows to involve in a constructive manner potential of participatory democracy into implementation of healthcare reform. Third, organizational and administrative component, content of which is in availability of mature and structured civil society and availability of organizational and legal mechanisms of their interaction with state represented by specially approved state bodies, which develop and implement state policy in public healthcare.

These components are obviously developed in this or that manner, and they are also typical for participatory democracy in sphere of development, implementation and modernization of state policy in public healthcare in Ukraine. Let's consider one of the most important of them – international standards of participatory democracy in state policy in public healthcare and healthcare reform.

Category of “international standard” is pretty widespread. In the most general meaning these are the standards developed by determined international organization, for example *International Organization for Standardization (ISO)*. International standard are also distinctive for majority of the spheres of professional activity. When we are talking about democracy, supremacy of right, fundamental rights and freedoms of person, partnership of civil so-

ciety and state, local self-government, etc. – we're talking about requirements and provisions of international treaties (agreements), recommendations of UNO, Council of Europe or its bodies, etc., and also decisions of European court on person's rights etc.

International standards of participatory democracy in public healthcare in Ukraine are the system of general principles of international right law, requirements and provisions, international organizations and states-participants of these organizations in the sphere of implementation of rights of person to participate in administration of state affairs and freedom of associations in development, implementation and modernization of state policy in public healthcare.

These international standards are realized in:

a) universal and regional international treaties and agreements of human rights nature (Universal Declaration of Human Rights 1948, [2], European Convention for the Protection of Human Rights and Fundamental Freedoms 1950, [4], International Covenant on Civil and Political Rights 1966, [8], International Covenant on Economic, Social and Cultural Rights 1966, [9], Convention on participation of foreigners in public life on local level 1992, [5] and etc.);

b) recommendations of international organizations and their bodies (resolutions, recommendations, codes, conclusions – European Convention on the Recognition of the Legal Personality of International Non-Governmental Organizations (ETS No. 124) [3], Document of the Copenhagen meeting of the Conference on the human Dimen-

sion of the CSCE from June 29, 1990, [1], Charters of Paris for a New Europe 1990, [10] etc.);

b) decisions of European Court of Human Rights, which concern protection of rights on participation in administration of state affairs and protection of right on healthcare (*Winterwerp vs the Netherlands*, (1979), *Pretty vs the United Kingdom* (2002), *Vo vs France* (2004), *Byrzykowski vs Poland* and etc.).

Universal and regional international agreements of human rights content consolidate fundamental right of citizens on freedom of associations and right to participate in state administration. For example, part one of art. 22 International Covenant on Civil and Political Rights 1966 mandates: "Everyone shall have a right to freedom of association with others, including the right to form and join trade unions for the protection of his interests" [8]. And only in part one of art. 12 International Covenant on Economic, Social and Cultural Rights, 1966, standardized: "The States Parties to the present Covenant recognize the right of everyone to the enjoyment of the highest attainable standard of physical and mental health" [9]. However, among measures, determined by the last International Covenant, involvement of the public into development and implementation of state policy in healthcare was not determined. Although such measure would be a logical continuation of rights of citizens, individually or through institutions of civil society, to participate in state administration in public healthcare.

Important international standards concerning participation of the public in development, participation and

modernization of state policy in public healthcare are in recommendations of international organizations and their bodies. Thus, European Convention on the Recognition of the Legal Personality of International Non-Governmental Organizations, accepted by Council of Europe in Strasbourg on April 24, 1986, determines, that international NGO must: a) have a non-profit-making aim of international utility; b) have been established by an instrument governed by international law of a Party; c) carry on substantive activities in at least two parties; d) have its statutory office in the territory of a Party and central management and control in that state or in another Party [3]. In our opinion, the mentioned standards are of vital importance for international NGO, which today act in public healthcare and favour to implementation of healthcare reform in Ukraine.

It is commonly known that European Convention for the Protection of Human Rights and Fundamental Freedoms 1950 does not solidify right on healthcare, but among decisions of European Court on Human Rights, which relate to right of citizens on healthcare, there are such weighty ones as "Gorshkov vs Ukraine" (2005), "Yefymenko vs Ukraine" (2006), "Benderskyi vs Ukraine" (2007), "Kaverzin vs Ukraine" (2012), "Barilo vs Ukraine" (2013), "Salakhov and Islyamova vs Ukraine" (2013), "Vitkovskyi vs Ukraine" (2014), "Sergiy Antonov vs Ukraine" (2015), "Lutsenko vs Ukraine" (2015) etc [6, p. 76].

We can also assume that the sources of international standards of using participatory democracy in healthcare are also generalized and systematized prac-

tice of activity of non-governmental organizations (NGO), in the first place, international organizations of physicians-volunteers and human rights organizations. It is obvious that authority of such international NGOs as *Medecins sans frontiers*, *MSF*, *Mercy Corps*, *Human Rights Watch*, International non-governmental organization *Freedom House*, *Amnesty International*, is important for states of young democracy including Ukraine. For example, we can notice importance for such countries of their place in *Nations in Transit* rating, which is developed by organization of *Freedom House* [11, p. 6].

So long as participation of the public in development and implementation of state policy in public healthcare has an intention not only to improve and provide transparency of the appropriate sector of state administration, but also creation of efficient mechanisms of provision of right of people on qualitative and accessible medicine, the important are also recommendations, monitoring reports, methodological recommendations, materials of round tables, collection of best practices and other documents, which determine achievements and drawbacks of participation of the civil society and its institutions in healthcare reforms and everyday interaction of the public with governments and profile ministries in development and implementation of state policy in public healthcare.

The important source of development of participatory democracy in healthcare reform is also an "Association Agreement between European Union, European Atomic Energy Community and their member states, of the one part, and Ukraine, of the other

part" from September 16, 2014, ratified in 2017 by all the states-participants of EU. By Article 44 of this Treaty the following measures necessary for achievement of declared objectives by parties: 1) solidification of contacts and mutual exchange of experience between organizations of civil society I Ukraine and states-participants of EU, particularly conducting of professional seminars, upgrade qualification etc.; 2) favourability to process of institutional building and consolidation of civil society, including, among others, lobbying, socializing, visits and seminars, etc.; 3) provision of awareness of Ukrainian representatives concerning organizations within the frameworks of EU advices and dialogue between social and public partners with aim to involve civil society to political process of Ukraine [14].

In our opinion, implementation of international standards, solidified in Ukraine-EU Association Agreement, provides a broad involvement to healthcare reforms in Ukraine not only national, but also international NGOs, which have a high reputation and successful results in implementation of healthcare reform. For the perspective of creation of joint NGO-platforms, it would be reasonable if they combined efforts of physicians', patients', human rights and other public organizations in Ukraine and states-participants of EU, USA, Canada, Switzerland, Japan and other states in reform of state policy and administration in public healthcare in Ukraine.

Conclusions. It is obvious that the guarantee of successful implementations of healthcare reform in Ukraine is not only its support by the public, but also participation in development of

its aims, points and strategies of implementation by citizens, in situations of civil society in general. Upon that it is important to implement the existing international standards of participatory democracy in sphere of participation of citizens state administration into transformation of national system of public healthcare, and also to initiate approval of new standards of participatory democracy adjusted to needs of healthcare sphere.

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Chaplay Iryna Vitaliivna,

PhD in Public Administration, Executive Director of the Presidium of the civic scientific organization, "Ukrainian Assembly of doctors of science in public administration", Assistant professor of the Department of Public Administration, Interregional Academy of Personnel Management, Ukraine, 03039, Kyiv, Str. Frometovskaya, 2, tel.: (063) 951 78 55, e-mail: irina_pravo@ukr.net

ORCID: 0000-0003-4927-0610

Чаплай Ірина Віталіївна,

кандидат наук з державного управління, виконавчий директор Президії Всеукраїнської асамблеї докторів наук з державного управління, доцент кафедри публічного адміністрування, Міжрегіональна Академія управління персоналом, Україна, 03039, м. Київ, вул. Фрометівська, 2, тел.: (063) 951 78 55, e-mail: irina_pravo@ukr.net

ORCID: 0000-0003-4927-0610

Чаплай Ирина Витальевна,

кандидат наук по государственному управлению, исполнительный директор Президиума Всеукраинской ассамблеи докторов наук по государственному управлению, доцент кафедры публичного администрирования, Межрегиональная Академия управления персоналом, Украина, 03039, г. Киев, ул. Фрометовская, 2, тел.: (063) 951 78 55, e-mail: irina_pravo@ukr.net

ORCID: 0000-0003-4927-0610



PUBLIC-CIVIC COMMUNICATION AND PRINCIPLES OF ITS FORMATION

Abstract. In this article the state-civil communication in the context of current research approaches is explored. Its main attributive system properties in the public administration are defined. The areas of the growing of influence of civil communication on democratization of public administration in Ukraine are highlighted and expressed. The pressing need of formation of such a state and civil communications, whose purpose is the realization and protection of constitutional law on freedom and on obtaining and dissemination of information is substantiated.

Keywords: state-civil communication, public administration, mass media, the principle of democracy.

ДЕРЖАВНО-ГРОМАДЯНСЬКА КОМУНІКАЦІЯ ТА ПРИНЦИПИ ЇЇ ФОРМУВАННЯ

Анотація. Схарактеризовано державно-громадянську комунікацію у контексті сучасних дослідницьких підходів. Визначено її атрибутивно-системні властивості в публічному управлінні. Виділено та оцінено напрями посилення впливу громадянської комунікації на демократизацію системи публічного управління України. Обґрунтовано назрілу необхідність формування такої державно-громадянської комунікації, метою якої є реалізація та захист конституційних прав громадян на свободу отримання і поширення інформації.

Ключові слова: державно-громадянська комунікація, публічне управління, засоби масової інформації, принцип народовладдя.

ГОСУДАРСТВЕННО-ГРАЖДАНСКАЯ КОММУНИКАЦИЯ И ПРИНЦИПЫ ЕЕ ФОРМИРОВАНИЯ

Аннотация. Исследована государственно-гражданская коммуникация в контексте современных исследовательских подходов. Определены ее атрибутивно-системные свойства в публичном управлении. Выделены и оценены направления усиления влияния гражданской коммуникации на демократизацию системы публичного управления Украины. Обосновано назревшую необходимость формирования такой государственно-гражданской коммуникации, целью которой есть реализация и защита конституционных прав граждан на свободу получения и распространения информации.

Ключевые слова: государственно-гражданская коммуникация, публичное управление, средства массовой информации, принцип народовластия.

Target setting. In the context of globalization and transformation of social and political systems, to the organization of public civic communication should be given special attention. This process is one of the key in the formation of civil society and contributes to social and political activity of the population and sustainable development of society.

Analysis of recent research and publications. Among the scientists who deal with this subject, it is advisable to select the following: A. Antonov, A. Afonin, V. Bebig, M. Bilynska,

T. Butyrskaya, A. Walewski, T. Vasylevska, B. Holub, L. Honiukova, N. Hrytsiak, N. Hudyma, V. Hurkovskyi, O. Dmytrenko, N. Dniprenko, V. Ivanov, V. Charles, L. A. Klymanska, V. Kazakov, V. Korolko, V. Kuybida, N. Logunov, D. Nelipa, I. Panteleichuk, O. Petroye, G. Pocheptsov, O. Puhkal, V. Rebkalo, V. Rizun, Y. Romanenko, A. Savkov, S. Seregin, G. Sitnik, I. Shur, S. Teleshun, I. Chaplay and others.

Analysis of the scientific developments of foreign and domestic scientists indicates that the concept of “state-civil communication” is the subject

of research and use of the sufficiently large range of natural and human sciences. At the same time, some questions of research of functional features, principles of public-civic and democratic resource of the system impact on the effective interaction of public authorities and the public, so far, have not found their solution in the complex science of public administration.

The purpose of the article is to study of approaches to the definition of “public-civil communication” and isolating of the basic principles of its formation.

The statement of basic materials. In the scientific literature, the concept of “communication” began to be used in the early twentieth century. Interest to the studying of this phenomenon gradually increased, due to the invention of technical means of communication, telegraph, telephone, radio, allowing people to transmit information over long distances.

Today, in the science of public administration, there are more than a dozen of approaches in interpreting of this category, both domestic and foreign literature. Their essence lies in that the communication is the interaction between people, arising in the process of information exchange. Economic, political and social changes in governance, integration processes are always accompanied by changes in communication.

The development of material production complicated the structure of state institutions and determined the need of ensuring the effective functioning of the communication. As a result — there was a complete system of state-civil communication that became actively influence on society.

By carrying out a comprehensive analysis of the definitions of state and civil communication, its possible to say that the state and civil communication is a special environment of formation, distribution and operation of socially significant information regarding the activity of state institutions, which aims to impact on social groups and individuals by the result of using a comprehensive set of media (hereinafter — the media), including print media, radio, television, Internet resources [1, p. 123].

To the instruments through which the process of state-civil communication is carried out scholars place great importance in the communication process. Thus, L. L. Resnyanska argues that the media can help citizens make political-ideological, social and socio-cultural identification [2]. The famous Russian scientist I. M. Dyalashynski notes that media provide awareness of citizens, promote a better understanding of government processes. Media is one of the most expeditious and most reliable barometer of public opinion. They are designed to provide feedback power with the people to put issues before state authorities. Media in Ukraine — a major force that largely determines the views, opinions and ideas of people and affect on a political decisions. Media is an essential component of state-civil communication in Ukraine.

The law of our country provides the creation of the such media space that will contribute to sustainable social development and civil society. So, today, the Law of Ukraine “On Information” guarantees freedom of thought, opinion and expression does not allow unlaw-

ful restrictions of freedom of the media, defines the basic principles of media, including equality, respect of human rights, diversity of opinion and others.

Consequently, public-civic communication provides:

- link of individuals with non-profit, non-governmental public organizations, and also between structures of civil society;

- the possibility of participation of individuals and structures of civil society in developing, discussing of questions and making decisions in the economical, political and social spheres of the government [1].

Accordingly, public civic communication promotes to the creation and development of citizenship and civil society and promotes its values. It must obey to the goals of civil society, to provide people with information required for decision-making in the state. Tools of state-civil communication should allow to citizens to see that they can become active participants of public life.

Already its not enough just pay attention to the problem questions in public administration. Citizens need to see how they could play their role, to change anything, to be heard – how they could participate more in public life. Thus, the active participation of citizens – the key to understanding civil society and one of the main principles formation of state-civil communication [3, p. 274–275].

Today, state-civil communication, highlighting the activities of the institutes of civil society must try to convey to people the idea, the basic principles of public authorities, to arouse interest to the process. The second principle, on

which holds state and civil communication – the principle of democracy.

Public and civil communication should comprehensively cover the process of life of the country: in the sufficient volume, to report about the functioning of democratic institutions, enabling the citizens increasingly realize the right of participation in the affairs of state (presidential and parliamentary elections, referenda, et al.), inform about the government activities, acceptance of state regulations that governing the life of society, participation in shaping the political and legal culture of citizens and others.

Public and civil communications, today should determine the status of NGOs and associations, to be an integral part of civil society. Comprehensive coverage of government organizations strengthens confidence in public officials, creates an atmosphere of friendship and goodwill in the community.

Conclusions. Today, learning the advanced experience of foreign countries, we can say the pressing need of the formation of a such a state and civil communications whose purpose is the realization and protection of constitutional law of citizens on freedom and obtainment and dissemination of information [4].

Public and civil communication should unite government representatives, civic associations, media and other organizations operating in the field of media. Resolving the disputes that arise in the process of activity of media, she must contribute to the objective problems understanding of the information space and to ensure its further harmonious development, focused primarily

on the defense of civil rights and interests of people [5].

The basic principles of formation of public-civil communications should be: truthfulness; objectivity; integrity; respect for human values; humanism; social justice; equality and freedom of citizens and others.

Thus, the harmonious state and civil communications – an essential condition of the strength of the foundations of civil society that protects its interests and human values.

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Cheruyakova Olga Volodymyrivna,
*Doctor of Science in Public Administration,
Professor of the Department of Public Ad-
ministration, Interregional Academy of Per-
sonnel Management, 03039, Kyiv, Str. Frome-
tovskaya, 2, tel.: (093) 871 00 48, e-mail:
Olga_2006@bigmir.net*

ORCID: 0000-0002-4368-5324

Червякова Ольга Володимирівна,
*доктор наук з державного управління,
професор кафедри публічного адміністру-
вання, Міжрегіональна Академія управ-
ління персоналом, Україна, 03039, м. Київ,
вул. Фрометівська, 2, тел.: (093) 871 00
48, e-mail: Olga_2006@bigmir.net*

ORCID: 0000-0002-4368-5324

Червякова Ольга Владимировна,
*доктор наук по государственному управ-
лению, профессор кафедры публичного*

*администрирования, Межрегиональная Академия управления персоналом, Украина,
03039, г. Киев, ул. Фрометовская, 2, тел.: (093) 871 00 48; e-mail: Olga_2006@bigmir.net*

ORCID: 0000-0002-4368-5324

THE FUNDAMENTAL BASIS OF THE “PUBLIC ADMINISTRATION” FORMATION AS A SCIENTIFIC FIELD IN UKRAINE

Abstract. The current state of scientific branch “State Administration”, as the foundation of formation and prospects of development of a new “Public Administration” as the Ukrainian branch of science.

Keywords: discipline, branch of science, state administration, public management.

ФУНДАМЕНТАЛЬНІ ЗАСАДИ СТАНОВЛЕННЯ “ПУБЛІЧНОГО УПРАВЛІННЯ” ЯК ГАЛУЗІ НАУКИ В УКРАЇНІ

Анотація. Проаналізовано сучасний стан галузі науки “Державне управління”, як фундаменту становлення та перспектив розвитку “Публічного управління” як галузі науки України.

Ключові слова: галузь знань, галузь науки, державне управління, публічне управління.

ФУНДАМЕНТАЛЬНЫЕ ОСНОВЫ СТАНОВЛЕНИЯ “ПУБЛИЧНОГО УПРАВЛЕНИЯ” КАК ОТРАСЛИ НАУКИ В УКРАИНЕ

Аннотация. Проанализировано современное состояние научной отрасли “Государственное управление”, как фундамента становления и перспектив развития “Публичного управления” как отрасли науки Украины.

Ключевые слова: отрасль знаний, отрасль науки, государственное управление, публичное управление.

Target setting. The historical pre-condition and fundamental basis for the “Public Administration” formation as a branch of science is “State Administration”, introduced by its inclusion in the List of the branches of science, approved by the Cabinet of Ministers of Ukraine on 29.11.1997. № 1328. By the order of the Higher Attestation Commission of Ukraine in September 9, 2002 № 368, registered in the Ministry of Justice of Ukraine in September 20, 2002, № 772/7060, were made changes in the specialty of the science branch “State Administration”, among which: “Theory and History of the State Administration” (25.00.01), “Mechanisms of the State Administration” (25.00.02), “Public Service” (25.00.03), “Local government” (formerly the “Regional Office”) (25.00.04), “Regional Management” (25.00.05).

Analysis of recent publications on issues. Source of information for writing are the results of scientific research [1–4].

The purpose of the article. This article analyzes the current state of the scientific field “State Administration”, as the foundation for the formation and development prospects of “Public Administration” in Ukraine as a branch of science.

The statement of basic materials.

The fundamental basis for the formation of science “Public Administration” in Ukraine is the science “State Administration”. The development of this scientific field began with the definition of specialties and their passports were discovered Masters, postgraduate and doctoral studies in preparation for the respective specialties of the “State Administration”, created specialized scientific councils, professional publications, carried the organization of research work that formed the theoretical and methodological foundations and infrastructure for the field of science “State Administration”.

The research in this area covers the theoretical, methodological and practical problems of the formation and development of “State Administration” in Ukraine and is aimed at identifying laws, laws, principles, trends, as well as the development on their basis of approaches, models, methods and technologies to solve these problems. The leading place among them is devoted to the study of the system characteristics of state administration, the theory of organization, as well as the technology for the development, adoption and implementation of management decisions. The educational and scientific field

“State Administration” was entrusted with the important task of ensuring an effective solution of the problems of state construction in Ukraine, first of all, the formation of a perfect state personnel policy and adequate personnel support for the civil service. As a result, in the sphere of state administration, were created real prerequisites for implementing a turn from empiricism to scientific management.

Let us consider in more detail how the development of these research areas “State Administration” has occurred. For this we analyze all protected doctoral, candidate theses from 1997 to 2016 (by years) inclusive and build a

table 1, as well as figure 1, which clearly reflects the status of the science industry development in percentage terms.

Define the number of protected doctoral and candidate dissertations by years by specialties in science “State Administration”: “Theory and History of the State Administration” (25.00.01), “Mechanisms of the State Administration” (25.00.02), “Public Service” (25.00.03), “Local government” (25.00.04), “Regional Management” (25.00.05) in tables 2, 3 and reflect, respectively, in figures 2, 3 the state of development of these specialties among protected doctoral and candidate dissertations in percentage terms.

Table 1

Number of protected theses (doctoral, candidate) in science “State Administration” by years (is authoring)

Year	Number doctoral work	Number candidate works
1997	1	2
1998	0	5
1999	5	11
2000	0	11
2001	2	22
2002	4	29
2003	5	44
2004	9	53
2005	19	77
2006	12	91
2007	12	76
2008	4	97
2009	27	120
2010	28	156
2011	36	148
2012	18	127
2013	37	131
2014	30	140
2015	21	139
2016	21	110
Total	291	1589

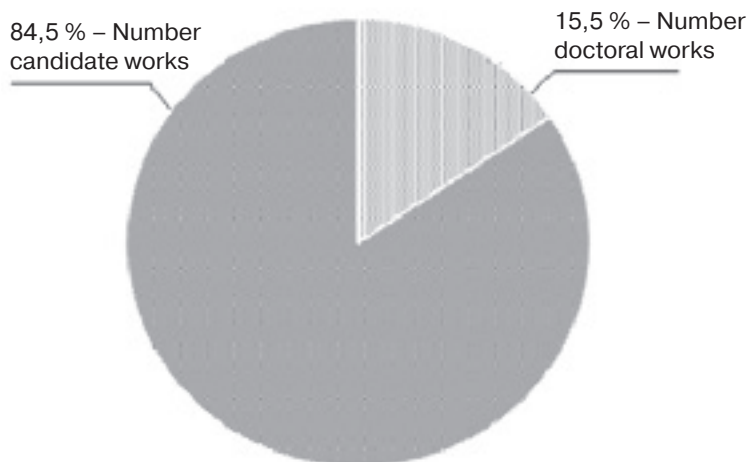


Fig. 1. Number of protected theses (doctoral, candidate) in science “State Administration” from 1997 to 2016 (percentage) (is authoring)

Table 2

Number of protected doctoral dissertations by specialties in science “State Administration” by years (is authoring)

Year	Number of doctoral work by specialties				
	25.00.01	25.00.02	25.00.03	25.00.04	25.00.05
1997	0	0	1	0	0
1998	0	0	0	0	0
1999	1	1	1	0	2
2000	1	0	0	0	1
2001	1	0	0	0	1
2002	1	0	0	1	2
2003	2	3	0	0	0
2004	2	4	1	2	0
2005	4	14	0	1	0
2006	2	7	2	1	0
2007	3	5	3	1	0
2008	0	1	3	0	0
2009	3	22	1	1	0
2010	6	18	1	2	1
2011	12	24	0	0	0
2012	5	12	1	0	0
2013	6	27	1	3	0
2014	2	22	1	5	0
2015	6	14	1	0	0
2016	2	16	0	3	0
Total	59	190	17	20	7

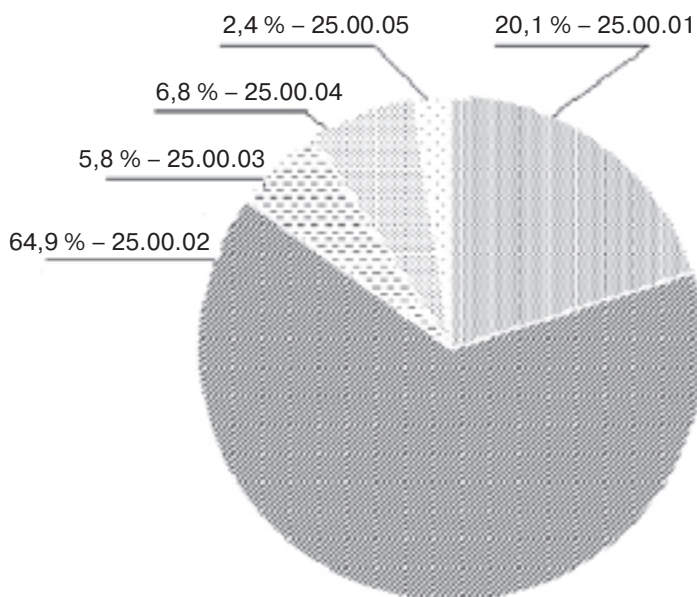


Fig. 2. Number of protected doctoral dissertations by specialties in science "State Administration" from 1997 to 2016 (in percentage terms) (is authoring)

Table 3

Number of defended candidate dissertations by specialties in science "State Administration" by years (is authoring)

Year	Number of candidate works by specialties				
	25.00.01	25.00.02	25.00.03	25.00.04	25.00.05
1	2	3	4	5	6
1997	0	1	1	0	0
1998	0	0	0	0	5
1999	3	0	1	1	6
2000	2	2	0	1	6
2001	6	0	3	6	7
2002	9	0	1	11	8
2003	11	13	2	11	7
2004	6	42	3	2	0
2005	5	57	7	8	0
2006	15	63	6	7	0
2007	13	52	6	5	0
2008	17	70	3	7	0
2009	18	81	5	16	0
2010	16	112	7	21	0
2011	21	99	8	20	0
2012	17	86	8	16	0
2013	20	94	6	11	0

1	2	3	4	5	6
2014	19	93	12	16	0
2015	19	107	8	5	0
2016	25	66	7	12	0
Total	242	1038	94	176	39

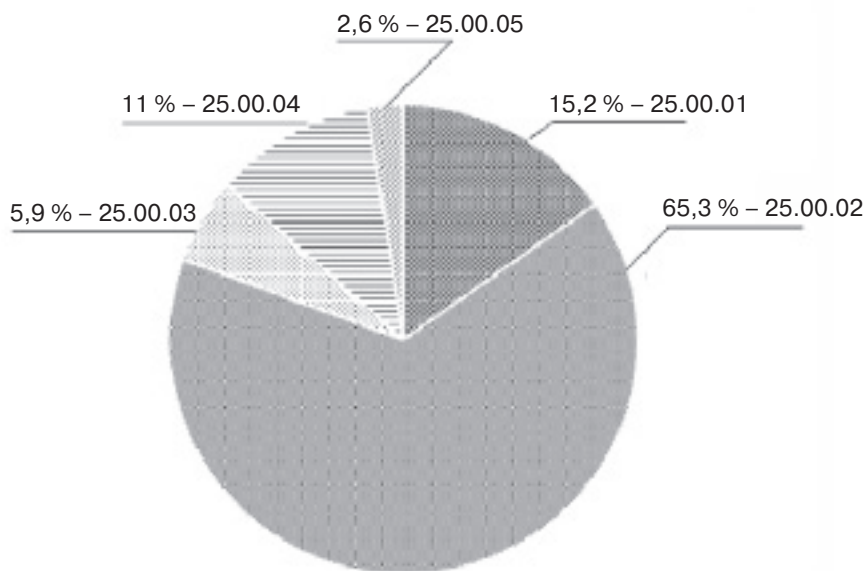


Fig. 3. The number protected candidate theses by specialties in science “State Administration” from 1997 to 2016 (percentage) (is authoring)

Based on the data in table 1 and figure 1, it can be concluded that in the field of science “State Administration” from the beginning of its implementation and as of the end of 2016, were defended 1880 dissertations, including doctoral 291, candidate 1589 works (table 1) As a percentage: doctoral works 15,5 %, candidate works 84,5 % (figure 1). Accordingly, by specialties (in tables 2, 3 and figures 2, 3.):

1) on the first place specialty 25.00.02 – “Mechanisms of the State Administration” (1038 candidate – 65,3 %, 190 doctoral dissertations – 64,9 %). This is due primarily to the demand for this specialty, according to

the specialty passport are investigated: the mechanisms of state administration, administrative and organizational directions of the state, functions, structures, powers and features of public authorities at all levels are investigated, which makes the work practical for public administration;

2) on second place specialty 25.00.01 – “Theory and History of the State Administration” (242 candidate – 15,2 %, 59 doctoral dissertations – 20,1 %). Where in accordance with the specialty passport are investigated: the theoretical and methodological foundations of state administration as a purposeful influence of the state

on the state and development of social processes and relations with the aim of achieving the goals and realizing the functions of the state through the activities of public authorities and within the limits of the powers of local self-government bodies, democratization of state administration processes and optimization of state administration systems, social and historical sources of their origin, patterns and development trends. This direction is more focused on the development of fundamental aspects of state administration, and has greater interest among scientists than practitioners of state administration;

3) on third place specialty 25.00.04 – “Local government” (176 candidate – 11 %, 20 doctoral dissertations – 6,8 %). According to the specialty passport are investigated: Local self-government as a specific form of public authority to achieve the goals and objectives of the state through the activities of local government bodies, taking into account its political, economic, social, legal, organizational, financial and other aspects. Research in this area is limited, since it does not cover the state administration as a whole, but only self-government;

4) on fourth place specialty 25.00.03 – “Public Service” (94 candidate – 5,9 %, 17 doctoral dissertations – 5,8 %). Where in accordance with the specialty passport are investigated: public service and service in local government in order to ensure the implementation of the Constitution, legislative and other regulatory and legal acts on the implementation of the goals, tasks and functions of the state, civil society, rendering services to legal entities and individuals, taking into ac-

count social and historical sources of their implementation and development trends. A small number of studies are related to the content of the direction, unfortunately it does not represent a special interest either for officials of state authorities or for scientists;

5) on the fifth place specialty 25.00.05 – “Regional Management” (39 candidate – 2,6 %, 7 doctoral dissertations – 2,4 %). The smallest number of works protected by this specialty because this specialty in 2002 was removed from the list of specialties on which the defense of the thesis for a candidate and doctoral degree. HAC Ukraine under the order of September 9, 2002 № 368 (registered in the Ministry of Justice Ukraine September 20, 2002 by № 772/7060) “On amendments and additions to the list of specialties, which made defense of thesis for candidate and doctoral degree, awarding degrees and conferring academic degrees”.

Conclusions. Thus, the current state of state administration as a scientific field in Ukraine has strong potential and is a foundation for establishing and defining the prospects of “Public Administration” as a branch of science in Ukraine, which includes: promoting research on topical issues of public administration, including the development new management technologies and their implementation achievements in practice; involvement of scientists in analytical work in government; enhance system security decision support system based on modern management methods and the use of information and computerization. In terms of complexity and magnitude of the problems of public administration, applying modern scientific approaches

and methods to solve them are particularly important.

Long-term forecasting, strategic planning, choice of rational structure of public authorities and its personnel, providing innovation, quality of management, the creation of highly motivational approaches, the development of modern methods of control, communication, decision-making – are just a few tasks for many, the solution of which is not impossible without development science of public administration towards creating new and improving existing concepts, theories, principles and methods.

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UDC: 351

Caracasidi Olena Fedorivna,
postgraduate, Interregional Academy of
Personnel Management, 03039, Kyiv, Str.
Frometivska, tel.: (067) 465 97 25, e-mail:
karakasidi68@ukr.net

ORCID: 0000-0003-2336-2621

Каракасіди Олена Федорівна,
аспірантка, Міжрегіональна Академія
управління персоналом, 03039, м. Київ,
вул. Фрометівська, 2, тел.: (067) 465 97
25, e-mail: karakasidi68@ukr.net

ORCID: 0000-0003-2336-2621

Каракасіди Елена Федоровна,
аспірантка, Межрегиональная Академия управления персоналом, 03039, г. Киев,
ул. Фрометовская, 2, тел.: (067) 465 97 25, e-mail: karakasidi68@ukr.net

ORCID: 0000-0003-2336-2621

DECENTRALIZATION OF PUBLIC ADMINISTRATION AS A FACTOR OF PRESERVING THE INTEGRITY OF THE SYSTEM OF AUTHORITIES

Abstract. The problem of strengthening state power, improving government in modern transitional societies, including Ukraine, through decentralization is analyzed. It is concluded that such decentralization and, at the same time, the preservation of the integrity of state power ensures a rational separation of powers and the distribution of powers, the introduction of an effective system of checks and balances. In modern Ukraine, such processes, according to many specialists – political scientists, government managers, sociologists, are still not sufficiently regulated.

Keywords: state power, decentralization of government, distribution of power and authority, system of checks and balances, democracy, opposition.

ДЕЦЕНТРАЛІЗАЦІЯ ДЕРЖАВНОГО УПРАВЛІННЯ ЯК ЧИННИК ЗБЕРЕЖЕННЯ ЦІЛІСНОСТІ СИСТЕМИ ОРГАНІВ ВЛАДИ

Анотація. Аналізується проблема посилення державної влади, поліпшення державного управління у сучасних суспільствах перехідного плану, в тому числі в Україні, за рахунок децентралізації. Робиться висновок, що така децентралізацію і, одночасно, збереження цілісності державної влади забезпечує раціональний поділ влади та розподіл владних повноважень, запрова-

дження дієвої системи стримань і противаг. В сучасній Україні такі процеси, на думку багатьох фахівців — політологів, державних управлінців, соціологів поки що залишаються недостатньо врегульованими.

Ключові слова: державна влада, децентралізація державного управління, розподіл влади і владних повноважень, система стримань і противаг, демократія, опозиція.

ДЕЦЕНТРАЛИЗАЦИЯ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ КАК ФАКТОР СОХРАНЕНИЯ ЦЕЛОСТНОСТИ СИСТЕМЫ ОРГАНОВ ВЛАСТИ

Аннотация. Анализируется проблема усиления государственной власти, улучшение государственного управления в современных обществах переходного плана, в том числе в Украине, за счет децентрализации. Делается вывод, что такая децентрализация и, одновременно, сохранение целостности государственной власти обеспечивает рациональное разделение властей и распределение властных полномочий, внедрение действенной системы сдержек и противовесов. В современной Украине такие процессы, по мнению многих специалистов — политологов, государственных управленцев, социологов пока остаются недостаточно урегулированными.

Ключевые слова: государственная власть, децентрализация государственного управления, распределение власти и властных полномочий, система сдержек и противовесов, демократия, оппозиция.

Problem statement. Formation or transformation, modernization of any state is primarily associated with changes in the political system, political regime, system of state power. The latter, in its essence and configuration, builds an appropriate system of public administration.

These social and political processes largely determine the integrity of the state, regardless of what kind it is - unitary, federal, confederate, and the like. State power is not divided, it is only distributed among the actual existing branches of government, and even more precisely, the powers of these branches are distributed, which together makes up a single state power. Moreover, it is desirable that the division of power and

the distribution of power to be as rational, democratic and civilized as possible. This contributes to the implementation of an appropriate system of checks and balances, which makes the usurpation of power by any branch impossible. However, as Ya. Bereznyi writes in particular, “the system of checks and balances, on the one hand, promotes cooperation and mutual adaptation of the authorities, and on the other hand, creates the potential for conflicts, which are often resolved through negotiations, agreements and compromises” [1, p. 60]. But “rigid hierarchical state system — adds A. Dobroliubov, can be either totalitarian or not to be at all” [2, p. 19].

Let us stress once again the most fundamental point: “the system of

checks and balances is a rather complex mechanism for preserving the integrity of power while at the same time dividing power, dividing power between individual subjects of power. We are talking about the principles of separation of powers (principle of division of powers is the condition and guarantee of democracy, reflecting the need for a rational dissection of a single indivisible power into separate functions and laid in the Constitution of every civilized legal state" [3, p. 515]. As Thomas Jefferson, one of the founders of American democracy, emphasized, governments are designed to give people their rights, and the power of such governments can only be recognized as a fair form if people approve of the activities of their state. In the case when any form of government destroys the rights of citizens, the people have all the rights to change this form of government (power) [4, p. 142–151].

The above-mentioned specifics of the organization of state power is successfully commented by the well-known Ukrainian philosopher, political scientist, F. Rudich, who writes: "When it comes to the division of power, it should be borne in mind that power for effective functioning can not be distributed, it should be the only one. Therefore it is more accurate to talk about the distinction between the functions of different branches of government, their tasks, powers" [5, p. 15]. The distribution of power is proposed to be considered vertically: state, regional and local. [5, p. 15] This is a very common point of view, although many experts are talking about the separation of powers, the separation of powers both vertically and horizontally.

It is believed that the special model of the system of separation of powers existing in the United States for more than 200 years is the most perfect, since the legislative, executive and judicial branches of power are not only organizationally separated, but also completely independent from each other. That is, each of these branches of government has powers that allow it to control and limit other branches of government [6, p. 260]. However, the American model is more of an exception (albeit a positive one) than the norm, and most countries have different models of checks and balances.

Analysis of recent publications on the subject. Among special recent works devoted to the issues of this article, primarily we can highlight the works of authors, J. Berexhnyi, T. Jefferson, A. Dobroliubov, M. Obushnyo, I. Pavlenko, F. Rudych, M. Rozumnyi, M. Vasylyk, S. Huntington, and many others.

The purpose of the article is to study the factors of improving public administration in modern societies of the transition plan through decentralization.

Presentation of the main material of the study. First, we point to the three basic foundations of the rational division of powers that are inherent in all systems of state power. These are: democracy; subsidiarity; relations between the government and the opposition. What does it really look like?

The subsidiary democracy is most closely manifested with the concepts of "democracy", "subsidiarity". T. Panchenko understands it as "a model of multi-level democracy that ensures the distribution of powers and competen-

cies at different levels of political interaction, based on the right of the lowest level to priority action in comparison with the highest (according to the principle of subsidiarity)".

We emphasize that such democracy, especially in transitional societies, in societies that are radically transformed, plays an important role not only in attracting the largest possible number of people to the processes of creation. There is an opportunity to establish a reasonable and extremely useful balance between the regulatory and organizational influence of the authorities of any level on the creative processes. At the same time, the higher the level of development of democracy and civil society, the more noticeable is the regulatory policy of the state and state power.

Now, as for the opposition, its relations with the government. The opposition in any country has actually two main functions: a) constructive opposition to the actions of the Supreme authorities and the parliamentary majority; b) representation and protection of the interests of its voters [7, p. 16].

Legally, in legal terms, the opposition, its status can be normalized constitutionally, in a separate law, in the regulations, in particular, of the Verkhovna Rada of Ukraine. The latter, incidentally, is probably the most advanced step towards the establishment of the status of the opposition. For, as German constitutionalist D. Sternberger says, "tolerance, recognition, legitimization and, finally, institutionalization of the parliamentary political opposition is the highest invention of political culture" [8].

It should be taken into account that the opposition can be systemic (con-

frontational) and non-systemic (cooperative, singing working with the authorities). In countries with "civilized" (non-systemic), such a division in power is not divided into power and opposition, but also into the majority and minority, especially if such a minority under appropriate conditions is able to form a government, actually grow into a majority.

In each country, the rights of the opposition are different. So the opposition has the largest rights, according to experts, in Portugal: 1) the right to obtain information about the course of public rights of great importance; 2) guarantees for appropriate representation in parliamentary commissions (according to the number of factions); 3) the right of the opposition party to speak, etc. [9].

In Ukraine, since 1998, more than 15 draft laws on the opposition have been submitted, but none of them has been adopted, and the Constitution of Ukraine, as it is known, does not prescribe the status of the opposition. And this is despite the fact that each opposition-in the long term power, in the first place is the government of a particular country. If we talk about cooperation between the government and the opposition in the form of a large coalition, in Ukraine today such a phenomenon of power is virtually impossible.

We emphasize that the ratio of power and opposition is more important than a sign of balance and balances, because "the presence of strong opposition in the state indicates the political health of the system, creates conditions for pluralism of ideas, civilized competition, provides control over the actions of officials".

Many experts-political scientists, sociologists, etc., believe that the amendments to the Constitution of Ukraine adopted on December 8, 2004 rather contributed to the emergence of an inefficient, unbalanced form of power in Ukraine. So M. Rozumnyi believes that since then, the state-power regime in Ukraine is characterized by:

- inconsistency of functions and powers of the President, government, Parliament;
- vague distinction between the powers of the President and the Prime Minister of Ukraine in the sphere of Executive power;
- coordinated activities of power relations and the political opposition [10, p. 10].

Let us consider the system of checks and balances at the highest level of government.

“President–Parliament”

In most countries, the President is compensated by bicameral Parliament, while the President can dismiss only the lower house of Parliament (for example, in France), and in the United States – in general under the Constitution the President has no such right. In Ukraine today the Parliament is not bicameral and the President cannot dismiss it.

“President–Government”

Here we are talking about the appointment, resignation of the government, control over its activities by the President. In different countries it is arranged differently. In the US, for example, the President is the only head of the executive power, although there is a government in the United States, and the ambassadors, consuls, judges of the Supreme Court, all other officers

are appointed after the consent of the Senate. In Poland, the President also appoints the head of Government and Ministers. Seim, however, requires the government to submit for its consideration within two weeks the program of the Government’s activities for approval. If such a program is not approved by the Seim, the Government automatically resigns and after that the head of Government and its composition are elected by the Seim already. In addition, Seim has the right to dismiss a separate Minister. In France, Italy, the President also appoints and dismisses the head of government and the staff.

In Ukraine, as it is well-known, the President appoints with the consent of the Verkhovna Rada of Ukraine the Prime Minister of Ukraine, terminates the authority, takes a decision on his resignation (article 106 of the Constitution of Ukraine) [11, p. 16]; appoints the Prime Minister of Ukraine, members of the Cabinet of Ministers of Ukraine and heads of local state administrations and terminates their authority in these positions (article 106). Therefore, in the above aspects, the power of the President of Ukraine is more significant than the powers of the Verkhovna Rada of Ukraine.

“State power– local self-government”

In fact, in all countries of the world, local self-government is completely independent and in no way controlled by public authorities, Parliament or the President. As, for example, the Constitution of Poland suggests, “the territorial structure of the Republic of Poland provides for the decentralization of public power” (article 15 of the Constitution of Poland). If the decisions of

the local authorities do not suit the citizens or the state authorities in a certain way, they can be appealed in court. In Ukraine, this situation is the opposite—more and more attempts are being made to put local self-government under the absolute control of state power, although Art. 140 of the Constitution of Ukraine proclaims: “Local self-government is the right of the territorial community—the inhabitants of the village or voluntary Association in the rural community of residents of several villages, towns and cities—to independently resolve issues of local importance within the Constitution and Laws of Ukraine”.

“The government and the opposition”

In this case, the remarks by G. Oberreuter are very appropriate, and he writes: “We can talk about a civilized opposition only when the contradictions between the majority and minority are based on a fundamental unity on this and the other side of the alternatives and do not endanger the foundations of the constitutional, political and legal systems” [12, p. 134].

In modern Ukraine, for all the years of independence, it has not yet been possible to arrange civilized relations between the government and the opposition, which would resemble, in the words of the famous American political scientist S. Huntington, “the mechanism of political swings”, that is, a civilized economic and political balance [13].

A lot of experts, politicians, in this case are inclined to an exclusively two-party political system of society, although there are many countries where civilized interaction between the authorities and opposition exists without bipartisanship. Most likely,

there are grounds to agree with the reasoned opinion of O. Radchenko, who believes that three objective conditions lead to civilized formation and development of a democratic political regime: 1) a clear constitutional engineering that creates a civilized, democratic balance of branches of government; 2) development of written and unwritten rules of political activity, allowing each of the political parties to protect both the interests of certain social groups and the socio-economic stability of society as a whole; 3) the development of tolerance, consensus in the political relations of the subjects of the political process while ensuring the fundamental social values (see in detail: Alexander Radchenko. The system of checks and balances of the branches of power as an integral imperative of the Ukrainian political Council // Public policy and strategic management / Alexander Radchenko. — 2008. — p. 88–95).

Summary. Thus, we reach the following conclusions.

1. The system of checks and balances in the process of separation of powers is an absolutely necessary basis for a civilized, democratic arrangement and ensuring the functioning of state power as an integral phenomenon in the interests of a person (citizen) of the group, society as a whole.

The establishment of a democratic system of separation of powers through a system of checks and balances is a real ambush of democratic decentralization of power, which is provided by: a) constitutional and legal regulation of relations between the main branches of government; b) the establishment of effective, constructive relations between

the government and the opposition, between all the subjects of political and social processes (political parties, public organizations, associations, etc); c) development of local self-government, civil society, civil and political culture based on consensus, tolerance and fundamental social values.

2. Ukraine today is a unitary state, but it is not just centralized, but in a certain way (at least before the illegal annexation of the Russian Federation of the Autonomous Republic of Crimea) decentralized: some administrative-territorial units are endowed with self-government rights, and may even create administrative autonomy. So, most likely, with further democratic development, strengthening of self-governing principles of individual territorial communities and the overall increase of the role of civil society in the management of public affairs, Ukraine will increasingly become a decentralized unitary state, where the only indivisible state power will exist.

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