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DEAR COLLEAGUES!

Public administration, today, is one of the most important branches of science. Every year, there are new concepts for the modernization of public authority and governance.

In science, the issue of developing the democratic foundations of the state system and the creation of a socially oriented economy, the formation of Ukraine as a stable European strong state, are not losing their relevance.

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Issue of the collection in 2018 will serve the decision of important tasks of systemic reformation of politics, economy and social system of Ukraine, which are possible only with the consolidation of the state, society and



available resources around the common values, goals and actions recognized and accepted by all participants in the modernization process.

I wish the editors of the collection “Public management”, authors, readers of successful and fruitful work, a productive exchange of experience, new scientific achievements!

Regards,

**Doctor of Philosophy, Professor,
Academician of the
National Academy of Sciences of Ukraine**

T. V. Motrenko

DEAR COLLEAGUES!



Glad to congratulate you on the pages of the collection “Public management” in the new year 2018. Today, the main goal of the collection is the discussion of world achievements, the state and further development of public administration in Ukraine. The output of each issue of the collection has already become traditional in the science

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Allow me to wish you health, happiness, peaceful sky, professional, scientific and creative successes, and our country – prosperity and prosperity.

Regards,

**Doctor of Science
in Public Administration, Professor,
Honored Lawyer of Ukraine
Laureate of the award of the President
of Ukraine for young scientists**

A handwritten signature in black ink, appearing to read 'Y. O. Romanenko', written over a faint, light-colored background that looks like a piece of paper or a stamp.

Y. O. Romanenko

UDC: 351/374:316.6

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PROFESSIONAL ACTIVITY OF STATE EMPLOYEES OF STATE SERVICE OF UKRAINE ON EMERGENCY SITUATIONS: OPTIMIZATION OF INTERFERENCE RELATIONS OF WORKERS OF EMERGENCY RESCUE DEPARTMENTS WITH SUFFERED

Abstract. The article deals with the issues of the activity of civil servants of the State Service of Ukraine for emergency situations, the general concept of interpersonal relations of workers with victims is disclosed, the main aspects of rendering emergency psychological assistance are considered. The ways of perfection of professional optimization of interpersonal relations of workers of rescue units of the DSNC of Ukraine with the victims are analyzed. The analysis and consideration of all existing forms, methods and methods of providing emergency psychological assistance as a single system. For the first time, it is proposed to consider the provision of emergency psychological assistance as a multi-channel queuing system with an unlimited queue. Proposals have been

made on the activities of government bodies and civil servants to improve the forms, methods and methods of providing emergency psychological assistance to victims in emergency situations. It is noted that for many years, along with the development of psychological ideas, concepts and theories, there was a large “army” of psychologists who worked in health care institutions, in production, in education, in the internal affairs, aviation and space industries, and other sectors of the national economy. The content and results of their activities often did not fall on the pages of newspapers or in scientific publications. But these psychologists and their work often served as the primary source for experimental research and theoretical work of scientists. It is proved that any person, following certain recommendations and having information about the personality characteristics of the victim, will be able to provide him with the first psychological help in certain circumstances. It is very important to know how to help the victim immediately after the tragic event, to master the skills of working with the individual consequences of psycho-traumatic situations. It is especially important to know, in order to identify in a timely manner unfavorable psychological conditions and seek help from a specialist.

Keywords: interpersonal relations, optimization, civil servants, rescue units of the Ukrainian Legislative Council of Ukraine, queuing system, triage, public administration.

ПРОФЕСІЙНА ДІЯЛЬНІСТЬ ДЕРЖАВНИХ СЛУЖБОВЦІВ ДЕРЖАВНОЇ СЛУЖБИ УКРАЇНИ З НАДЗВИЧАЙНИХ СИТУАЦІЙ: ОПТИМІЗАЦІЯ МІЖОСОБИСТІСНИХ СТОСУНКІВ ПРАЦІВНИКІВ АВАРІЙНО-РЯТУВАЛЬНИХ ПІДРОЗДІЛІВ З ПОСТРАЖДАЛИМИ

Анотація. Розглянуто питання діяльності державних службовців Державної служби України з надзвичайних ситуацій, розкрито загальне поняття міжособистісних стосунків працівників з постраждалими, розглянуто основні аспекти надання екстреної психологічної допомоги. Проаналізовано шляхи удосконалення професійної оптимізації міжособистісних стосунків працівників аварійно-рятувальних підрозділів ДСНС України з постраждалими. Проведено розгляд всіх існуючих форм, способів та методів надання екстреної психологічної допомоги як єдиної системи. Відзначено, що упродовж багатьох років разом із розвитком психологічних ідей, концепцій і теорій існувала велика “армія” психологів, які працювали у закладах охорони здоров’я, на виробництві, в освіті, органах внутрішніх справ, авіаційній і космічній промисловості та інших галузях народного господарства. Зміст і результати їх діяльності часто не потрапляли на шпальти газет або у наукові публікації. Але ці психологи та їхня робота часто виступали в якості першоджерела для експериментально-дослідної та теоретичної роботи науковців. Доведено, що будь-яка людина, дотримуючись певних рекомендацій і володіючи інформацією про особистісні особливості потерпілого, зможе за певних обставин надати йому першу психологічну допомогу. Дуже важли-

вими є знання, як допомогти постраждалим безпосередньо після трагічної події, освоїти навички роботи з окремими наслідками психотравмуючих ситуацій. Це особливо важливо знати для того, щоб вчасно визначити несприятливі психологічні стани й звернутися по допомогу до фахівця.

Уперше запропоновано розглядати надання екстреної психологічної допомоги як багатоканальну систему масового обслуговування з необмеженою чергою. Внесено пропозиції щодо діяльності органів державного управління та державних службовців по удосконаленню форм, способів та методів надання екстреної психологічної допомоги постраждалим у надзвичайних ситуаціях.

Ключові слова: міжособистісні стосунки, оптимізація, державні службовці, аварійно-рятувальні підрозділи ДСНС України, система масового обслуговування, триаж, державне управління.

ПРОФЕСИОНАЛЬНАЯ ДЕЯТЕЛЬНОСТЬ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ ГОСУДАРСТВЕННОЙ СЛУЖБЫ УКРАИНЫ ПО ЧРЕЗВЫЧАЙНЫМ СИТУАЦИЯМ: ОПТИМИЗАЦИЯ МЕЖЛИЧНОСТНЫХ ОТНОШЕНИЙ РАБОТНИКОВ АВАРИЙНО-СПАСАТЕЛЬНЫХ ПОДРАЗДЕЛЕНИЙ С ПОСТРАДАВШИМИ

Аннотация. Рассмотрены вопросы деятельности государственных служащих Государственной службы Украины по чрезвычайным ситуациям, раскрыто общее понятие межличностных отношений работников с пострадавшими, рассмотрены основные аспекты оказания экстренной психологической помощи. Проанализированы пути совершенствования профессиональной оптимизации межличностных отношений работников аварийно-спасательных подразделений ДСНС Украины с пострадавшими. Проведен анализ и рассмотрены все существующие формы, способы и методы оказания экстренной психологической помощи как единой системы. Отмечено, что на протяжении многих лет вместе с развитием психологических идей, концепций и теорий существовала большая “армия” психологов, работавших в учреждениях здравоохранения, на производстве, в образовании, органах внутренних дел, авиационной и космической промышленности и других отраслях народного хозяйства. Содержание и результаты их деятельности часто не попадали на страницы газет или в научные публикации. Но эти психологи и их работа часто выступали в качестве первоисточника для экспериментально-исследовательской и теоретической работы ученых. Доказано, что любой человек, придерживаясь определенных рекомендаций и обладая информацией о личностных особенностях потерпевшего, сможет в определенных обстоятельствах оказать ему первую психологическую помощь. Очень важны знания, как помочь пострадавшим непосредственно после трагического события освоить навыки работы с отдельными последствиями психотравмирующих ситуаций. Это особенно важно знать для того, чтобы вовремя определить неблагоприятные психологические состояния и обратиться за помощью к специалисту.

Впервые предложено рассматривать оказание экстренной психологической помощи как многоканальную систему массового обслуживания с неограниченной очередью. Внесены предложения по деятельности органов государственного управления и государственных служащих по совершенствованию форм, способов и методов оказания экстренной психологической помощи пострадавшим в чрезвычайных ситуациях.

Ключевые слова: межличностные отношения, оптимизация, государственные служащие, аварийно-спасательные подразделения ГСЧС Украины, система массового обслуживания, триажа, государственное управление.

Problem statement. The growth in the number of extreme situations (man-caused and natural disasters, military conflicts, terrorist acts) in Ukraine in recent years dictates the need for training specialists capable of providing emergency psychological assistance to victims of similar situations.

So, only during the last several years on the territory of our state there have been such resonant emergency situations that have remained forever in the memory of each of us — among them the explosion of ammunition in Novobohdanivka of Zaporozhye region, the crash of Tu-154 plane in Donetsk region, the explosion of household gas in residential house in Dnepropetrovsk in 2006, a flood in the Carpathian region, an accident at the mine. A. F. Zasyadko m. Donetsk 2007, the accident at the mine “Krasnolimanskaya” in the town of Rodinsky 2008, the accident at the mine named after. Karl Marx, Enakievo 2008, state of emergency on the artillery base of the Defense Ministry of Lozovaya, Kharkov region, in 2008, the accident at the mine. A. A. Skochinskogo city of Donetsk, 2009, an accident at the mine them. СМ. Kirov, Makeevka

2009, an explosion in a hospital in the city of Lugansk, 2009, an accident at the Sukhodolskaya-Vostochnaya mine in Krasnodon, Lugansk region, 2011, Bazhanov, Makeevka, 2011 and etc.

Therefore, it is no accident that the psychological protection of the population and the psychological support of the civil protection service acquires one of the priority areas of work in emergency situations, as it helps at the critical moment of the extreme situation to the affected population, the relatives of the deceased, the eyewitnesses of the accident and, in the end, feel support, emotional protection, share the pain of loss, reduce the manifestation of a negative psycho-emotional state and sometimes even prevents the emergence of social tension in society [1].

Consequently, the need to provide quality emergency psychological assistance to affected individuals is incredibly increasing. Modern methods, forms and state of organization of such assistance remain at the level of the last decade, and today it no longer meets the challenges of modernity and does not provide qualitative conditions for qualification assistance meeting Euro-

pean standards, which determined the relevance of this study.

Analysis of the recent research and publications. In the sphere of public administration and public service, problems of social psychology and professional adaptation, such scientists as N. Afanasyeva, A. Akimov, Yu. Bidylo, I. Krinichnaya, L. Pashko, T. Selyukova, N. Sergienko, G. Leshchenko and others.

Interpersonal relations of workers of rescue units are devoted to work with crisis and extreme psychology of such scientists as: A. V. Timchenko [2; 3], N. V. Onischenko [4], A. G. Malkina-Pykh [5], L. A. Rudenko [6], A. A. Gonchar, I. I. Bednyak [7], Yu. A. Glushenko [8], A. A. Kachur [9], A. S. Kostritsch [10], A. S. Kuflyevsky [11], R. M. Tsitse [12], S. M. Mironets [13], I. P. Krinichnaya [14].

General issues of social psychology, including the crisis conditions of man, are devoted to the work of the team of foreign scientists E. Aronson, T. Wilson, R. Eikert [15].

The psychological aspects of carrying out emergency rescue operations in the liquidation of emergency situations were handled by a team of such authors as: V. P. Sadkovsky, V. G. Avetisyan, Yu. N. Senchikhin, S. V. Kulakov, Yu. A. Kulish, V. V. Trigub [16], M. I. Steblyuk [17], N. Sh. Kremer [18].

So, in the above-mentioned works, some issues of crisis and extreme psychology are considered [2–14], general questions of the state of the human psyche [15], the process of carrying out emergency rescue operations in the liquidation of emergency situations [16, 17], but the questions of the organic

systemic combination of all methods, principles and methods of psychological interaction between emergency rescue units of the State Emergency Service remained outside the field of view of researchers.

The purpose of the article – to consider the forms, methods and methods of interpersonal relations of emergency rescue workers of the State Service of Ukraine for emergencies as a system of psychological interaction – “psychologist – employee of the rescue unit of the DSNS – the victim”, to propose new approaches in public administration to the provision of emergency psychological assistance to the victims in conditions of emergency and emergency.

The statement of basic materials. In Ukraine, a conceptual solution was developed for the establishment in Ukraine of a system of emergency assistance to the population through a single telephone number “112” in order to determine the strategy for building a single effective system for responding to threats to life and/or human health, unlawful actions, emergency situations and other emergency events (NP), through the introduction of a mechanism for coordinating the actions of all emergency services to the population based on an integrated solution to the problem – the transition from the practice of performing its functions in a departmental subordination to the complex solution of problems arising in the state of emergency taking into account the requirements of European Union standards. The conceptual decisions define the basic principles and directions for the creation in Ukraine of the 112 system, the basic aspects of

the structure of the system [12], using available resources and the capabilities of emergency services (ESL) and other services to the population [10].

Analyzing the activities of the Ministry of Emergencies of Ukraine, S. M. Mironets defined the content of their professionally important qualities, to which the author referred psychological, ergonomic, physiological, socio-psychological and engineering-psychological properties. Psychological qualities include attention, memory, thinking and will. Physiological qualities are responsible for the content and conditions for the performance of professional activities. The author refers to the ergonomic qualities of the state of the central nervous system, resistance to monotony and impulsivity. Socio-psychological qualities include sociability and empathy. The state of the musculoskeletal system and the level of self-control are attributed by the author to engineering and psychological professionally important qualities [13].

Further study of the professional activities of the rescuer of the Ministry of Emergency Situations of Ukraine under stressful conditions allowed V. M. Korolchuk draw a number of important conclusions. In particular, the researcher claims that the high level of stress resistance in rescuers is due to individual psychological properties: pronounced professional motivation, low personal and situational anxiety and high level of emotional-volitional regulation. Among other personal qualities of the rescuer, which contribute to successful professional activity, the scientist distinguishes a low level of aggressiveness, emotional lability and a high

level of poise, self-confidence and high self-esteem.

For many years, along with the development of psychological ideas, concepts and theories, there was a large "army" of psychologists working in public health institutions, in production, education, internal affairs, aviation and space industries and also in other branches of the national economy. The content and results of their activities often did not reach the pages of newspapers or scientific publications. But these psychologists and their work often acted as the primary source for the experimental and research and theoretical work of scientists.

The work of the psychologists of the DSNC of Ukraine is aimed exclusively at achieving a humane goal that promotes the development of the personalities of the employees of the DSNC of Ukraine, preserves psychological health, increases the effectiveness of professional activities and provides psychological assistance to the people affected during emergency situations. The provision of emergency psychological assistance to populations affected by emergencies is a function of the DSNC of Ukraine. This direction of work in many ways determined the formation and development of the psychological support service of the DSNC of Ukraine. Since psychologists with psychological education and qualified qualifications for a practical psychologist are assigned to the position of the psychological support staff of the DSNS of Ukraine, the focus was on the suitability of the research groups to determine the professional skills that provide the psychologist with the DNDS of Ukraine professionally and

effectively to act in an emergency situation, to provide crisis assistance. Such assistance does not require a detailed psychological analysis of the victim's personality, but requires observation of the signs of the victim's condition (the ability to identify and classify them), the ability to establish contact with the victim, to quickly decide on the way to help, the ability to use available tools, etc. Of course, the ability of the psychologist of the DSNS of Ukraine to effectively professionally act in extreme conditions depends on his own ability to withstand stress su [11].

So, interpersonal relations in groups depend on the people who form them, on how correctly their roles are assigned to the group, and here the qualities of the leader are of great importance. To form a favorable working environment, it is necessary to know the managerial psychology, namely how the groups of people are formed, what factors influence interpersonal relations in the group and how to build the work of people in the group to form a single team. Before considering interpersonal relations in a group, one must have an idea of what groups are in general, for what purpose people unite, what structure the group has, and how it develops. Therefore, organizational behavior can be considered as behavior in a group. Group behavior is a set of actions and external manifestations of the activity of the group as a whole and the individuals interacting within it, as well as small groups.

Order № 148 of the Ministry of Emergency Situations of Ukraine "On the establishment of non-standard mobile emergency psychological help groups of the Ministry of Emergency

Situations" on 27.02.2008. The procedure for creating such groups was determined. Order № 02-4337/74 of the Ministry of Emergency Situations of Ukraine of 03.04.2008 "On the organization of the work of the emergency mobile emergency emergency group of the Ministry of Emergency Situations", which was replaced by the Order of the already updated DNOS of Ukraine 02-2242/764 dated February 18, 2014 "On the organization of the work of freelance mobile groups of emergency psychological assistance "on the basis of which the" Regulations on the organization of work of the mobile emergency group for emergency psychological assistance to the personnel of the units of the Ministry of Emergency Situations and the people affected by the emergency as a result of the emergency situation "were approved. Order № 02-4337/74 of the Ministry of Emergency Situations of Ukraine dated 03.04.2008 issued Order № 2-2242/764 of February 18, 2014 "On the Organization of the Operation of Freelance Mobile Groups of Emergency Psychological Assistance".

In our opinion, all these measures are necessary and correct, but they do not provide a guarantee of the effectiveness of providing emergency psychological assistance to the personnel of the units of the Ukrainian National Drug Control Service and the affected population as a result of an emergency situation. The fact is that the number of these mobile groups is limited, and the number of people who can demand such assistance can significantly exceed the ability of professional groups to provide it qualitatively.

N. I. Pirogov first introduced in military field surgery and justified the principle of sorting. He defined the work of the “pledged place” – the prototype of the sorting center, and also pointed to the important circumstance: “Without good order and proper administration, there is no benefit from a large number of doctors, and if they are few, most of the wounded will be left without any help”.

In our opinion, this principle of triage can be applied to provide emergency psychological assistance. At the same time, we propose to consider this system of rendering emergency psychological assistance as a “multi-channel queuing system with unlimited queue”, the main formulas and methods of calculation of which can be applied in the practice of emergency psychological support groups will be briefly described below [18].

So, every employee of an emergency psychological support group can be considered as one channel of a multi-channel QS with n -service channels.

The average number of occupied channels \bar{k} is determined by the formula (1):

$$\bar{k} = \frac{\lambda}{\mu}, \quad (1)$$

where λ – is the intensity of the flow of service requests, enters the SMO; μ – intensity of the flow of service.

The average number of applications in the queue, that is, the number of people who still need assistance and is not provided to them, is:

$$L_{o.q.} = \frac{\rho^{n+1} \cdot \rho_0}{n \cdot n! \cdot \left(1 - \frac{\rho}{n}\right)^2}, \quad (2)$$

where ρ – average number of applications under maintenance; n – intensity of the flow of service.

The average number of applications in the system, that is, the total number of people in need of emergency psychological assistance, is defined as:

$$L_{\text{сист.}} = L_{o.q.} + \rho, \quad (3)$$

where $L_{o.q.}$ – the average number of applications in the queue; ρ – average number of applications under maintenance.

The average time of stay of the application in the queue and the average time of the application stay in the system are calculated using the Little formulas.

$$T_{\text{сист.}} = \frac{1}{\lambda} L_{\text{сист.}}, \quad (4)$$

where $T_{\text{сист.}}$ – the average time for the application to stay in the queue; λ – the intensity of the flow of requests for services, goes to the SMO; $L_{\text{сист.}}$ – average number of applications in the system.

$$T_{o.q.} = \frac{1}{\lambda} L_{o.q.}, \quad (5)$$

where $T_{o.q.}$ – average time of application stay in the system; λ – the intensity of the flow of requests for services, goes to the SMO; $L_{o.q.}$ – the average number of applications in the queue.

Thus, we gave the basic formulas for calculating the parameters of a queuing system with an unlimited queue, which in our opinion are permissible and they can be used in planning the activity of emergency psychological assistance groups with the affected population and emergency rescue workers.

In turn, under the interactive component in the structure of the psychological contact between the psycholo-

gist of the DSNS of Ukraine and the victim, we understand the symbolic designation of the characteristics of those communication components that are associated with the interaction of the specialist of the psychological support service with the object of his professional interest. The notion of “interaction” reveals that side of the psychological contact that records not only the exchange of signs by means of which the behavior of the victim changes with respect to receiving qualified emergency psychological help, but also the organization of joint actions allowing the psychologist, rescue workers of the DSNS and the victims to realize common for them activities in the organization of the disaster. With the correlation of interactive and communicative components of psychological contact (interaction and communication), one can unambiguously determine their unconditional continuity and serving role — the role of tools and communication that can provide interaction (interactive component).

The interaction of a psychologist, an employee of the rescue service of the DSNS and the victim in an emergency situation is characterized by a number of specific signs, features, namely: the existence of a single goal, a common motivation for joint action, unification, combining individual behavior, common conditions, communication to achieve a mutually acceptable result. In the interaction of a psychologist, an employee of the rescue service of the DSNS with the victim in an emergency situation, several typical strategies of behavior towards each other can be identified: facilitating both acting assistance to each other, actively con-

tributing to the achievement of common goals of emergency psychological assistance; counteraction of the victim in achieving the goals of establishing psychological contacts and providing emergency psychological assistance, implementing uncoordinated actions that are contrary to the partners in their interaction; evasion from interaction, active care, avoidance of interaction with the psychologist of the DSNN [12].

Rescuing people in an emergency is an important type of emergency rescue and other urgent work, which is a combination of activities to move people from the zone of exposure to dangerous factors of an emergency situation and their secondary manifestations or protect people from these factors, including using individual means protection and protective structures.

Rescue of people in an emergency situation should be carried out using all possible forms, methods and methods, as well as technical means to ensure the greatest safety of both victims and participants in emergency rescue and other urgent work. The order and ways of saving people are determined by the emergency response manager, depending on the situation in the emergency zone and the state of people.

The most complex accidents in terms of carrying out rescue operations can be considered accidents involving the destruction of buildings and structures. The complexity of carrying out rescue work is caused by a large number of affected people trapped in blockages, the need to perform complex engineering work and the threat of further destruction. The experience of carrying out rescue operations on destroyed build-

ings shows that the necessary amount of forces and resources should be concentrated at the scene of the accident as soon as possible. Since in most cases a person who is in a blockage is able to remain viable for 10 hours [16].

In turn, earthquakes in recent years show that people under the ruins can remain alive, if they are not injured, within two to three weeks. So, in Mexico after the earthquake of 1985, people were found alive under the ruins on the 14th day. In Armenia — in Leninakan, after an earthquake on the fifth day 5398 people were excavated alive, but on the 10th and 11th days they found people alive [17].

When carrying out emergency rescue and other urgent work, the state of the main and emergency escape routes, the technical equipment of the emergency zone, warning systems, emergency lighting, as well as the characteristics of dangerous factors of an emergency situation are taken into account. In the conditions of catastrophes and natural disasters, neuropsychiatric disorders in a significant part of the population are manifested in the range from a state of disadaptation and neuroticity, neurosis-like reactions to reactive psychoses. Their severity depends on many factors: age, gender, level of initial social adaptation; individual characterological features; additional factors at the time of the disaster (loneliness, the presence of dependent children and sick relatives, own helplessness, as well as pregnancy, illness, etc.).

Carrying out psychotherapy and psycho-prophylaxis should be implemented in two ways. *The first direction is the* elimination of acute panic reactions. Panic is a sense of fear that en-

gulf a group of people, which is then passed on to others and grows into an uncontrollable process. People have a sharp increase in the emotional perception of events that occur around them, their responsibility for their actions decreases. A person can not reasonably assess his behavior, correctly comprehend the real situation. In such an atmosphere, it is enough to express only one thing or express a desire to escape from the area of an emergency, as the human mass begins to blindly imitate it. A person may not understand what is happening or not know what to actually do. When personal security issues are raised, the need for information becomes especially acute, and the behavior of other people is a valuable source of information [15, p. 254].

The second direction — deferred, “delayed” neuropsychiatric disorders. Technical difficulties in conducting rescue operations in disaster zones and natural disasters can lead to the fact that the victims will be in complete isolation from the outside world for a sufficiently long time. In this case, psychotherapeutic help is recommended in the form of emergency “information therapy”, the purpose of which is psychological support for the vitality of those who are alive, but is completely isolated from the surrounding world (earthquakes, destruction of houses as a result of accidents, explosions, etc.).

We are sure that any person, adhering to certain recommendations and having information about the personal characteristics of the victim, will be able to give him first psychological help in certain circumstances. Very important knowledge is how to help the victims directly after a tragic event, to master

the skills of working with the individual consequences of psycho-traumatic situations. This is especially important to know, in order to identify in time unfavorable psychological conditions and seek help from a specialist [1].

“Information therapy” is implemented through a system of sound amplifiers and consists of the translation of the following recommendations that the victims should hear, namely: 1) information that assistance to them is moving quickly; 2) information on the preservation of tranquility as the main means to save them; 3) self-help information; 4) information on the restriction physical efforts of self-evacuation, which can lead to dangerous for them displacement of landslides; 5) you should save your energy as much as possible; 6) be with your eyes closed, which will bring you closer to a state of easy drowsiness and greater saving of physical forces, etc.

The purpose of “information therapy” is also to reduce the fear of the victims, since the state of a person in an extreme situation is largely determined by the emotion of fear, which up to certain limits can be considered physiologically normal, since this feeling contributes to the emergency mobilization of the physical and mental state necessary for self-preservation.

In addition, as we already mentioned above – the need for information becomes very acute when it comes to personal safety. And here the role of workers who provide emergency psychological assistance as a “reliable” and “authoritative” source of information is very large. If you lose critical attitude to your own fear, reduce and disappear the opportunity to control your

actions and make logically based decisions, various disorders (reactive psychoses, affective-shock reactions) and panic state are formed.

Depending on the nature of the threat of intensity and specificity of experience, fear varies in a fairly wide range of shades: fear, fear, fear, horror. The main signs of fear include: muscle tension (especially facial muscles) strong palpitation; accelerated shallow breathing; reduced control over one’s own behavior.

The perception of space changes, the distance between objects, their size and shape is distorted. The surrounding time seems to be “unreal”, and this sensation persists for several hours after exposure. Long-term can be kinesthetic illusions (sensation of the rocking earth, flight, swimming, etc.). When fears are reacted, consciousness is narrowed, the person is in poor control, although in most cases accessibility under external influences, selectivity of behavior, the ability to independently find a way out of the predicament remain [19].

Therefore, relying on the above, it should be emphasized that, interpersonal relations in groups depend on many factors and can develop in different ways. There are several types of relationships in the group, the most preferable of them are the team. The head of the civil servant, both employees and a psychologist, should work on the creation of the team, because the team will not be a team if its members are not interested in achieving the goal, do not show initiative in successfully carrying out the work.

Conclusions. So, the calculations of the probable number of victims and

the capacity of the SMO can show that the number of personnel of the groups of emergency psychological assistance created by the relevant orders may not be enough to provide assistance to all the victims and needy, therefore it is necessary to create a reserve of emergency psychological assistance groups from among the employees of the relevant medical institutions Ministry of Health of Ukraine, by creating joint normative acts with the DNS of Ukraine, which will be established Lebanon procedures and rules to attract these workers in the groups for emergency psychological assistance, as well as to establish the rules and to give guidelines on the interaction of all participants in the group emergency psychological assistance.

Thus, it is necessary: a) to apply the forms, methods and methods of interpersonal relations of the emergency services of the State Service of Ukraine for emergencies as a system of psychological interaction – “psychologist – employee of the rescue unit of the DSNS – the victim” using a multi-channel queuing system and unlimited queue; b) make a number of changes to regulations; c) central authorities that implement policies in the field of man-made security, civil protection, and disaster medicine need to work more closely together.

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STATE REGULATION OF THE FINANCIAL SERVICES MARKET IN UKRAINE

Abstracts. The essence of such concepts is “financial service”, “financial services market”, and “participants of the financial services market”; determined the purpose of state regulation of the financial services market; forms of state regulation of the financial services market; financial services that are present in the financial services market; the structure of state regulation bodies of the financial services market in Ukraine is given; The role of state bodies in the regulation of the financial services market was studied; to characterize the regulatory legal regulation of the financial services market in Ukraine; the main problems of functioning of the domestic market of financial services are revealed; ways to solve existing problems. It is grounded that the state regulation of financial services markets consists in the state’s implementation of a set of measures aimed at regulating and overseeing financial services markets to protect the interests of financial services consumers and preventing crisis phenomena. It is concluded that the financial services market is an important element of the development of the economy as a whole, in particular, it concerns not only the state but also society. We must understand that when this market is settled, that is, all bodies that carry out state regulation are competent in their powers, only then will we make informed, effective decisions about the normal and effective functioning of the RFP. It is important that the data of the subjects of control do not overlap, their activities should be fixed at the legislative level. It is also worth bearing in mind that appropriate conditions must be created to create compensatory mechanisms in the financial services markets by developing a system for guaranteeing deposits and providing for payments under long-term life insurance contracts, non-state pension provisions, deposits with deposit accounts to credit unions, etc.

Keywords: financial services, financial services market, financial services market participants, financial leasing, funds transfer, factoring.

ДЕРЖАВНЕ РЕГУЛЮВАННЯ РИНКУ ФІНАНСОВИХ ПОСЛУГ В УКРАЇНІ

Анотація. Розкрито сутність таких понять, як “фінансова послуга”, “ринок фінансових послуг” та “учасники ринку фінансових послуг”; визначено мету державного регулювання ринку фінансових послуг; розглянуто форми державного регулювання ринку фінансових послуг; визначено фінансові послуги, які присутні на ринку фінансових послуг; наведено структуру органів державного регулювання ринку фінансових послуг в Україні; досліджено роль державних органів у регулюванні ринку фінансових послуг; схарактеризовано нормативно-правове регулювання ринку фінансових послуг в Україні; виявлено основні проблеми функціонування вітчизняного ринку фінансових послуг; запропоновано шляхи вирішення наявних проблем. Обґрунтовано, що державне регулювання ринків фінансових послуг полягає

у здійсненні державою комплексу заходів, спрямованих на регулювання та нагляд за ринками фінансових послуг для захисту інтересів споживачів фінансових послуг та запобігання кризовим явищам. Зроблено висновки про те, що ринок фінансових послуг є важливим елементом розвитку економіки країни в цілому, зокрема це стосується не тільки держави, але й суспільства. Ми маємо розуміти, що коли цей ринок урегульований, тобто всі органи, які здійснюють державне регулювання, компетентні у своїх повноваженнях, то лише тоді приймаються виважені ефективні рішення щодо нормального та ефективного функціонування РФП. Важливо, щоб повноваження даних суб'єктів контролю не перетиналися, їхня діяльність має бути закріпленою на законодавчому рівні. Варто також пам'ятати про те, що мають бути сформовані належні умови для утворення компенсаційних механізмів на ринках фінансових послуг шляхом розбудови системи гарантування вкладів і забезпечення виплат за договорами довгострокового страхування життя, договорами недержавного пенсійного забезпечення, внесками на депозитні рахунки до кредитних спілок тощо.

Ключові слова: фінансова послуга, ринок фінансових послуг, учасники ринку фінансових послуг, фінансовий лізинг, переказ коштів, факторинг.

ГОСУДАРСТВЕННОЕ РЕГУЛИРОВАНИЕ РЫНКА ФИНАНСОВЫХ УСЛУГ В УКРАИНЕ

Аннотация. Раскрыта сущность таких понятий, как “финансовая услуга”, “рынок финансовых услуг” и “участники рынка финансовых услуг”; определена цель государственного регулирования рынка финансовых услуг; рассмотрены формы государственного регулирования рынка финансовых услуг; определены финансовые услуги, которые присутствуют на рынке финансовых услуг; приведена структура органов государственного регулирования рынка финансовых услуг в Украине; исследована роль государственных органов в регулировании рынка финансовых услуг; охарактеризовано нормативно-правовое регулирование рынка финансовых услуг в Украине; выявлены основные проблемы функционирования отечественного рынка финансовых услуг; предложены пути решения имеющихся проблем. Обосновано, что государственное регулирование рынков финансовых услуг заключается в осуществлении государством комплекса мер, направленных на регулирование и надзор за рынками финансовых услуг для защиты интересов потребителей финансовых услуг и предотвращения кризисных явлений. Сделаны выводы о том, что рынок финансовых услуг является важным элементом развития экономики страны в целом, в частности это касается не только государства, но и общества. Мы должны понимать, что когда данный рынок урегулирован, то есть все органы, осуществляющие государственное регулирование, компетентные в своих полномочиях, то только тогда принимаются взвешенные эффективные решения относительно нормального и эффективного функционирования РФП. Важно, чтобы полномочия данных субъектов контроля не пересекались, их деятельность должна быть закре-

плена на законодательном уровне. Стоит также помнить о том, что должны быть сформированы надлежащие условия для образования компенсационных механизмов на рынках финансовых услуг путем развития системы гарантирования вкладов и обеспечения выплат по договорам долгосрочного страхования жизни, договорам негосударственного пенсионного обеспечения, взносами на депозитные счета кредитных союзов и т. д.

Ключевые слова: финансовая услуга, рынок финансовых услуг, участники рынка финансовых услуг, финансовый лизинг, перевод средств, факторинг.

Problem statement. Under current conditions of globalization, the financial services market (hereinafter – FSM) is in the making. New types of financial services are introduced, while traditional services are improving and continue to evolve. At the present stage, the competitive struggle among the professional market participants for the client base and free financial resources is intensifying, as well as the mechanisms for implementing financial transactions and the forms of cooperation between providers and consumers of financial services are being improved. The importance of FSM lies in the fact that it is one of the mechanisms for ensuring the competitiveness of the country's economy, in particular, it helps to direct investment flows into the most attractive segments of the economy and thus leads the country to economic growth. That is why the strengthening of the financial services market in Ukraine requires the study of the current state of its development, the identification of problems and the timeliness of determining the main directions of its development, and in the aggregate affects the efficiency of the functioning of the economy as a whole.

Analysis of the recent research and publications. The state regula-

tion of the financial services market in Ukraine is one of the most important topics that is reflected in the works of Ukrainian scholars: L. Akimova, Yu. Garmashov, L. Dokienko, N. Drozd, V. Klymenko, Zh. Lysenko, I. Liutyi, O. Maliutina, T. Tomniuk.

The purpose of the article is to reveal the essence of such concepts as “financial service”, “financial services market”, and “participants of the financial services market”; to determine the purpose of state regulation of the financial services market; to consider the forms of state regulation of the financial services market; to determine the financial services that are present in the financial services market; to depict the structure of the state regulation authorities of the financial services market in Ukraine; to investigate the role of state authorities in regulating the financial services market; characterize regulatory legal regulation of the financial services market in Ukraine; to identify the main problems of the functioning of the domestic financial services market; to suggest ways to solve existing problems.

Study findings. State regulation of financial services markets implies the implementation of a set of measures by the state aimed at regulating and over-

seeing the markets for financial services to protect the interests of consumers of financial services and prevent crisis phenomena. For a better understanding of this issue, it is advisable to define the term “financial service”, “financial services market”, and “participants in the financial services market”.

According to the Law of Ukraine “On Financial Services and State Regulation of Financial Services Markets”, financial services are transactions with financial assets carried out in the interests of third parties at their own expense or at the expense of these people, and in the cases stipulated by the law – at the expense of financial assets borrowed from other people for the purpose of obtaining profit or maintaining the real value of financial assets [1]. The law also provides definitions of “financial services market” and “financial services market participants”. According to the Law, financial services markets are the sphere of financial market participants’ activities aimed at providing and consuming certain financial services. Financial services markets include professional services in the markets for banking services, insurance services, investment services, securities transactions and other types of markets that provide for the circulation of financial assets [1].

In addition, the market includes people who, according to the law, have the right to provide financial services on the territory of Ukraine; people carrying out activities on rendering intermediary services in the markets of financial services; the associations of financial institutions included in the register of self-regulatory organizations, carried out by the authorities in charge

of the state regulation of financial services markets; consumers of financial services who are the participants in the financial services market.

According to article 19 of the Law of Ukraine “On Financial Services and State Regulation of Financial Services Markets”, the purpose of the state regulation of financial services markets in Ukraine is the following: implementation of the unified effective state policy in the sphere of financial services; protection of interests of financial services consumers; creation of favorable conditions for the development and functioning of financial services markets; creation of conditions for effective mobilization and placement of financial resources by participants in financial services markets taking into account the interests of the company; provision of the equal opportunities for the access to financial services markets and protection of their participants’ rights; compliance with the requirements of legislation by participants in financial services markets; prevention of monopolization and creation of conditions for the development of fair competition in the markets of financial services; control over the transparency and openness of financial services markets; promotion of integration into the European and world financial services markets [1].

The forms of state regulation of financial services markets in Ukraine are presented in fig. 1.

In order for the state regulation to be effective, it is necessary to determine what exactly relates to the financial services that are present in the market. In accordance with article 4 of the Law of Ukraine “On Financial Services and State Regulation of Financial Services

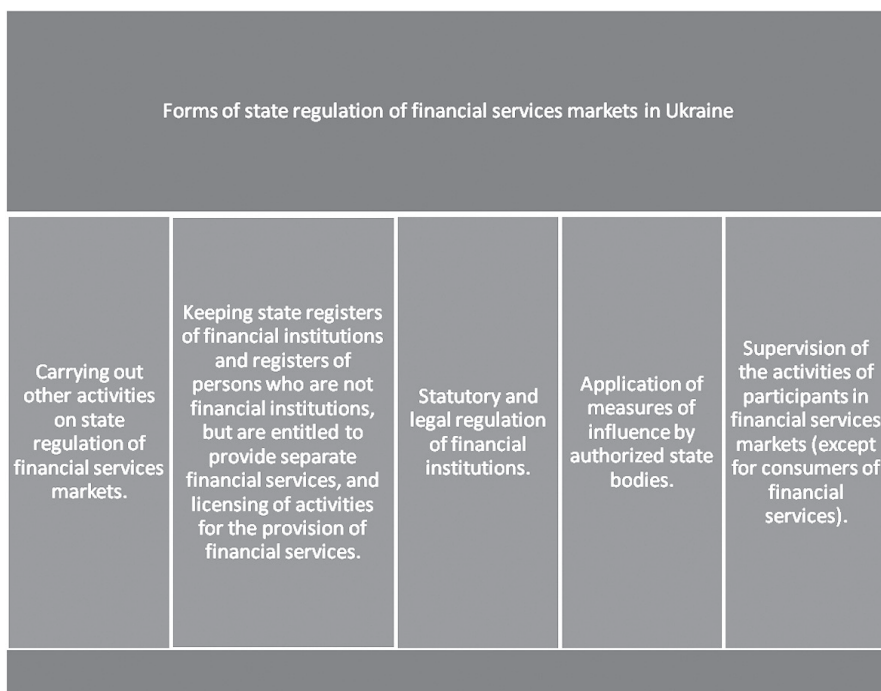


Fig. 1. Forms of state regulation of financial services markets in Ukraine¹

Markets” the following services are considered as financial [1]:

- issue of payment documents, payment cards, traveler’s checks and/or their servicing, clearing, other forms of settlement;
- trust management of financial assets;
- exchange activities;
- attraction of financial assets with their obligatory subsequent recovery;
- financial leasing is a type of civil law relations arising from a financial leasing agreement [2];
- provision of loans, including those on the terms of financial credit;
- provision of guarantees and sureties;
- transfer of funds is the movement of a certain amount of money for the purpose of crediting it to the beneficiary’s account or giving it in cash. The initiator and the recipient may be the same person [3];
- services in the sphere of insurance and in the system of the defined contribution pension provision;
- professional activities in the securities market, subject to licensing;
- factoring is a set of services for producers and suppliers engaged in trading activities on deferred payment terms [4];
- administration of financial assets for the purchase of goods in groups;

¹ Source: compiled by the author on the basis of the source [1].

- property management for financing of construction and/or real estate transactions in accordance with the Law of Ukraine “On Financial and Credit Mechanisms and Property Management in the Construction of Housing and Real Estate Operations” [5];
- transactions with mortgage assets for the purpose of issuing mortgage-backed securities;
- banking and other financial services provided in accordance with the Law of Ukraine “On Banks and Banking Activities” [6].

The FSM, like any other market, needs regulation from the state. The main authorities implementing state regulation of the financial services market are presented in fig. 2.

Legislative level. The President of Ukraine is entitled to control the observance of legality in all structures and spheres of functioning of the executive and administrative system of the state. With a view to implementing laws and within his competence, the President of Ukraine issues decrees and orders that are of subordinate nature and mandatory on the entire territory of Ukraine [7 p. 78].

Coordination of the development of the system of normative legal acts that have the legal force of the Law and provide the regulation and supervision of the financial market of Ukraine, adopted by the Verkhovna Rada of Ukraine. According to Article 92 of the Constitution of Ukraine, only the laws of Ukraine establish the foundations

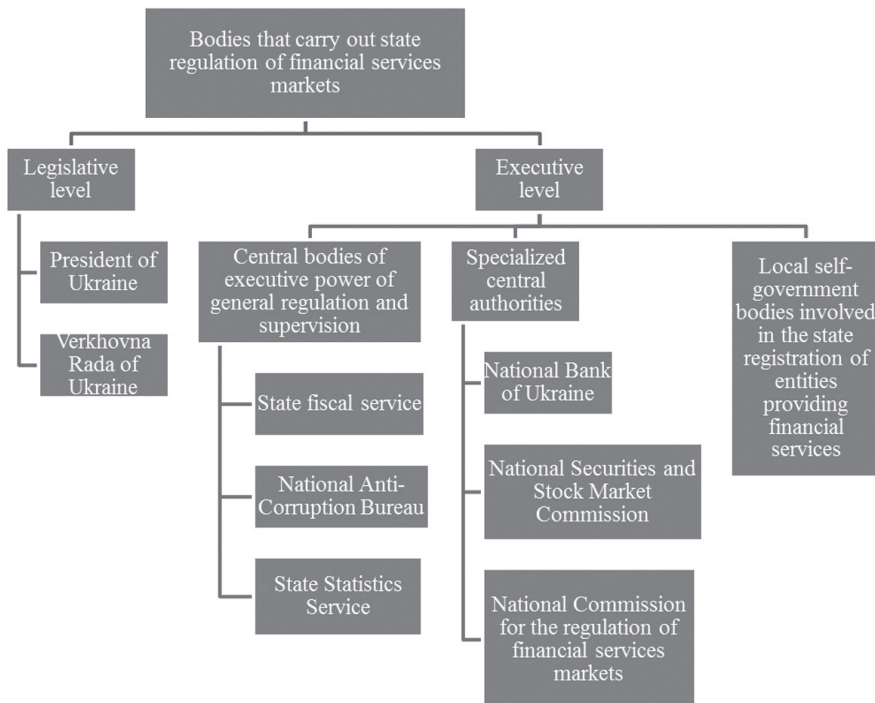


Fig. 2. Authorities that carry out state regulation of the financial services market²

² Source: compiled by the author on the basis of the source [1; 3; 7].

for the creation and functioning of the financial, monetary, credit and investment markets; the status of the national currency, as well as the status of foreign currencies on the territory of Ukraine; the procedure for the formation and repayment of state internal and external debt; the procedure for the issuance and circulation of government securities, their types [8].

Executive level. The main tasks of the State Fiscal Service of Ukraine (hereinafter – SFSU) are:

1) to ensure the formation of a single state tax, state customs policy with respect to the administration of taxes and fees, customs payments and the implementation of a single state tax, state customs policy, as well as combating offenses in the application of tax and customs legislation, the authorized controlling over the admission in budgets and state trust funds of taxes and fees and other payments;

2) to ensure the formation and implementation of the state policy for administering a single contribution, as well as combating offenses in the application of legislation on payment of a single contribution;

3) to ensure the formation and implementation of the state policy in the sphere of control over the timeliness of making payments in foreign currency within the period established by law, observance of the procedure for conducting cash payments for goods (services), and also for the availability of licenses for carrying out economic activities subject to licensing in accordance with law, trade patents [9].

The State Statistical Service of Ukraine is a specially authorized central body of executive power in the field

of statistics. Its activities are guided by the Constitution and laws of Ukraine, as well as the decrees of the President of Ukraine and resolutions of the Verkhovna Rada of Ukraine. The Service, within the limits of its powers, organizes the implementation of legislative acts and monitors their implementation, summarizes the practice of applying legislation on the matters within its competence, develops proposals for improving legislation and, in accordance with the established procedure, submits them for consideration by the Cabinet of Ministers of Ukraine [7, p. 80].

According to articles 19–20 of the Law of Ukraine “On the National Anti-Corruption Bureau of Ukraine” the National Bureau (hereinafter – NABU) cooperates with the National Bank of Ukraine (hereinafter – NBU), the State Property Fund of Ukraine, the Antimonopoly Committee of Ukraine, the National Agency for the Prevention of Corruption, the State Border Service, the authorities of the state tax and customs service, the central body of executive power implementing the state policy in the field of prevention and counteraction to legalization (laundering) of proceeds from crime, terrorism, financing the proliferation of weapons of mass destruction (hereinafter – the specially authorized executive agency for financial monitoring) and other government agencies [10].

The National Bureau can conclude agreements (memoranda) with individual state authorities on cooperation and information exchange. The National Bank of Ukraine, the Antimonopoly Committee of Ukraine, the State Property Fund of Ukraine, the State Finan-

cial Control Authority in Ukraine, the National Agency for the Prevention of Corruption, as well as other state authorities exercising state control over the observance of the legislation of Ukraine by Ukrainian physical and legal persons with the aim of preventing and countering criminal offenses attributed to the National Bureau's investigative authorities are required:

- to transmit to the National Bureau the information obtained in the exercising of control functions and analyzing the information that may be indicative of criminal offenses or used to prevent, detect, intercept and investigate criminal offenses attributed by the law to the National Bureau's jurisdiction;

- to carry out, within its competence, audits, inspections and other actions to monitor compliance with Ukrainian legislation by individuals and legal entities on the request of the National Bureau.

NBU in accordance with the Law of Ukraine "On the National Bank of Ukraine" is the central bank of Ukraine, a special central government body, its issuing center, conducts a unified state policy in the sphere of monetary circulation, credit, strengthening of monetary unit, organizes interbank settlements, coordinates the activity of the banking system in general, determines the exchange rate of the monetary unit relative to the currencies of other countries. The National Bank determines the type of banknotes, their denomination, distinctive features and protection system. NBU maintains reserve funds of currency, precious metals and gold and foreign exchange reserves, accumulates gold and currency reserves and carries out transac-

tions with them and bank metals. In addition, it establishes the procedure for determining the discount rate and other interest rates for its operations, authorizes the creation of commercial banks through their registration and issues licenses for the performance of banking operations, establishes standards for mandatory reserving of banks to other financial and credit institutions [7, p. 81].

According to Article 99 of the Constitution of Ukraine, the main function of the NBU is to ensure the stability of the monetary unit – the hryvnia. Fulfilling its main function, the National Bank promotes stability of the banking system, as well as price stability (within its authority) [8].

So, the state considers the securities market as a priority branch of economic development that should be guided and controlled by a separate agency – the National Commission on Securities and the Stock Market (hereinafter – NCSSM). It should be noted that the NCSSM was established by the Decree of the President of Ukraine on 23.11.2011 with the aim of comprehensive legal regulation of relations arising in the securities market, ensuring the protection of the interests of Ukraine's citizens and the state, preventing abuses and violations in this area. The main tasks of the Commission, defined by the Law of Ukraine "On State Regulation of the Securities Market in Ukraine" adopted in 1996, are the following:

- 1) formation and provision of the unified state policy implementation regarding the development and functioning of the securities and their derivatives market in Ukraine, facilitating the

adaptation of the national securities market to international standards;

2) coordination of the state authorities' activities on the functioning of the securities and their derivatives market in Ukraine;

3) implementation of state regulation and control over the issuance and circulation of securities and their derivatives on the territory of Ukraine, compliance with legislation in this area;

4) protection of investors' rights through the application of measures to prevent and suppress violations of legislation in the securities market, the application of sanctions for violation of legislation within their authority;

5) assistance in the development of the securities market;

6) generalization of the practice of applying the legislation of Ukraine relating to the securities issue and circulation in Ukraine, development of proposals for its improvement [7, p. 82].

It should be noted that SFSU and NCSSM interact with each other and exchange information. In addition, a Memorandum of Understanding, Cooperation and Information Exchange between the National Anti-Corruption Bureau of Ukraine and the National Commission on Securities and Stock Market dated 30.05.2016 № 32/14 was concluded between the National Securities Commission and the National Anti-Corruption Bureau [11].

In addition, between the National Securities Commission of Ukraine and the State Statistics Committee of Ukraine (SSCU), the Agreement № 21/14/3 of 01.03.2013 on the interchange of information resources [12] was concluded. According to clause 4

of the Statute on the State Statistics Service of Ukraine, approved by the Decree of the President of Ukraine № 396/2011 of 6 April 2011, the SSCU, in accordance with its tasks, utilizes administrative data and other necessary information for statistical purposes, concludes agreements on the exchange of information resources with government agencies, local authorities and other legal entities that carry out the activities related to the collection and use of statistical information and administrative data [13].

Between the National Securities and Stock Market Commission and the NBU, Agreement № 114/1 "On Information Cooperation between the National Commission on Securities and the Stock Market and the National Bank of Ukraine" dated December 12, 2013 was concluded [14].

According to article 18 of the Law of Ukraine "On Prevention and Counteraction to Legalization (Laundering) of the Proceeds from Crime or Terrorism Financing, as well as Financing Proliferation of Weapons of Mass Destruction", the tasks of a specially authorized body include, inter alia, the establishment of cooperation, interaction and information exchange with the state authorities, the National Bank of Ukraine, competent authorities of foreign states and international organizations in the field of prevention and counteraction to legalization (laundering) of proceeds from crime or terrorism financing, as well as financing proliferation of weapons of mass destruction [15].

The National Commission implementing state regulation in the sphere of financial services markets was estab-

lished in accordance with the Decree of the President of Ukraine of November 23, 2011. The Commission is a specially authorized body of executive power in the sphere of regulation of financial services markets. In accordance with the Law of Ukraine “On Financial Services and State Regulation of Financial Services Markets” and “Directives on the National Commission Implementing State Regulation in the Sphere of Financial Services Markets”, the main tasks of this commission are:

1) formation and provision of the implementation of the policy of state regulation in the sphere of financial services markets (except for the market of banking services and securities markets as well as derivative securities);

2) development and implementation of the strategy for the development of financial services markets and the solution of systemic issues of their functioning;

3) ensuring the development and coordination of the unified state policy regarding the operation of the defined contribution pension insurance system;

4) exercising of state regulation within the limits of its powers and supervision over the provision of financial services and compliance with legislation in the relevant field;

5) protection of the rights of financial services consumers through the application of measures of influence within its powers with a view to preventing and suppressing violations of legislation in the financial services market;

6) summarizing the practice of applying the Ukraine’s legislation on financial services and markets and developing proposals for their improvement;

7) development and approval of normative legal acts applicable to the implementation of issues within its competence;

8) coordination of activities with other state authorities;

9) the introduction of internationally recognized rules for the development of financial services markets [7, p. 82].

According to Article 22 of the Law of Ukraine “On Financial Services and State Regulation of Financial Services Markets”, the National Bank of Ukraine, the National Securities Commission and the National Financial Services Commission have the right to access each other's information databases that are maintained to regulate the financial services markets [1].

The NBU, the National Commission for the Securities Market and the National Financial Services Commission are obliged to conduct operational meetings at least once a month, or more often at the request of one of the leaders of these authorities, in order to cooperate and coordinate their activities. Based on the results of these meetings, appropriate protocols are drawn up and/or interdepartmental agreements are concluded. The decisions contained in these protocols and agreements are mandatory for consideration and implementation by each of the authorities that carry out state regulation of financial services markets.

All the above-mentioned authorities in their activities are guided by the regulatory legal acts of fig. 3.

In addition to general legislation in the sphere of financial services markets, there are also laws regulating the activities of the insurance market, credit institutions, non-state pension funds,

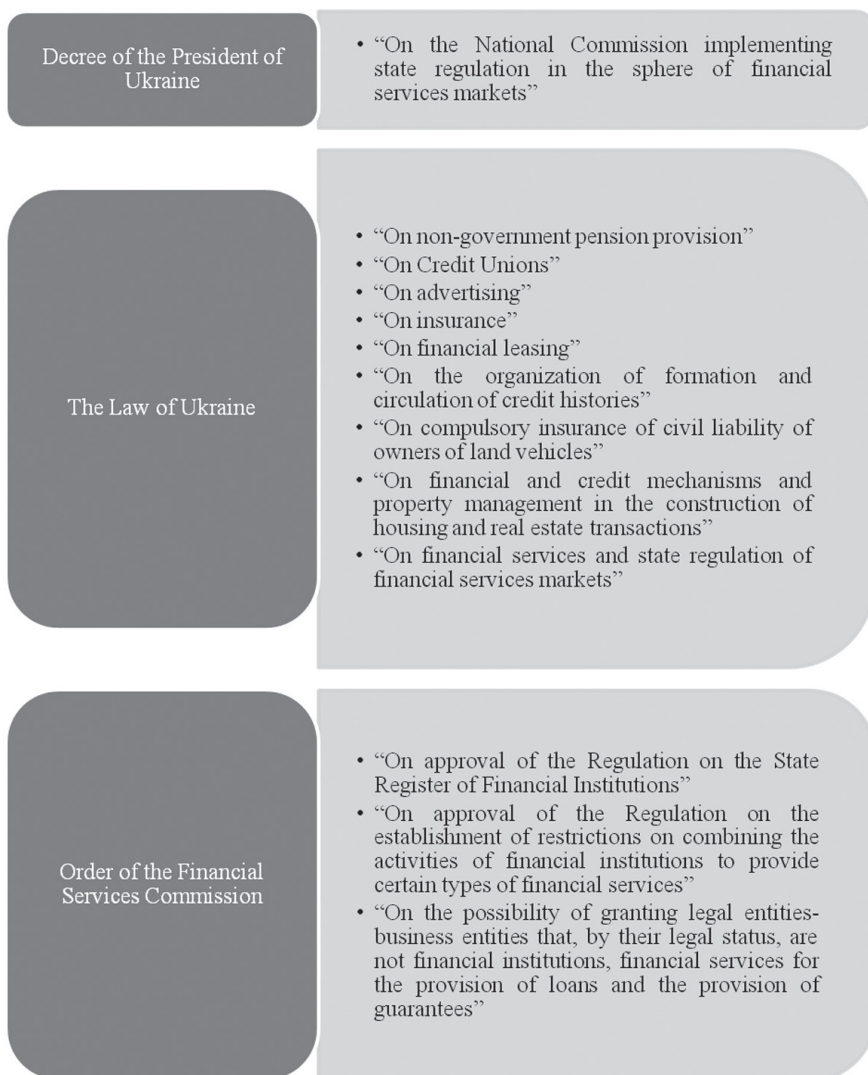


Fig. 3. Normative and legal regulation of the financial services market in Ukraine³

financial companies, pawnshops and lessors, and credit history bureaus.

It should be noted that in the domestic financial market there are many problems related to the inadequate efficiency of the financial sector of the country, low level of economic literacy and awareness of financial services con-

sumers about the specifics of the functioning of financial institutions and the possibility of obtaining the necessary financial services, lack of public confidence in the activities of financial intermediaries, lack of sufficient practice of market relations and the like. The main problems of the functioning of the domestic market of financial services and ways to solve them are presented in table.

³ Source: compiled by the author on the basis of the source [1; 5; 16–25].

The main problems of the functioning of the domestic financial services market and the ways to solve them

№	Problems	Solutions
1	Opaqueness of the stock segment of the FSM, because today most of the operations for the purchase and sale of securities (more than 90 %) occur outside the exchanges	Strengthening the protection of the rights of consumers of financial services through the use of the disclosure mechanism by professional market participants on the basis of generally accepted principles and international standards
2	Absence of compensatory mechanisms of protection of investments of the population in the non-banking financial intermediation sector	Formation of conditions for the formation of compensatory mechanisms in the financial services markets through the development of a system for guaranteeing deposits and ensuring payments under long-term life insurance contracts, non-state pension provision agreements, contributions to deposit accounts with credit unions, etc.
3	Low demand on the services through the charging of tariffs on them and distrust of the population connected with the stereotypes, which are imposed by the bankruptcy of financial institutions	Conducting extensive educational work on the activities of the financial sector of Ukraine among consumers of financial services
4	Lack of proper legal framework for the full development of the financial services market	To improve the legal framework for eliminating asymmetric development among representatives of financial intermediation with increased competition, among which the prerequisites will be created for further development of the FSM
5	Insufficient state regulation and supervision over the activities of bank and non-bank financial intermediaries	Improvement of legislative and statutory regulation of the activities of financial institutions and the provision of financial services, the delineation of control and supervisory functions between the NBU, the National Financial Services Commission and the National Securities and Stock Market Commission
6	Absence of the concept of long-term development of banking and non-banking institutions in the financial services market	Approving the clear concept of Ukraine's integration into the world economic space
7	Lack of capital and low level of vocational training for a large part of non-banking financial institutions	The attraction of capital through the mechanism of consumer confidence in the market, the proper training of specialists who work in non-banking financial institutions
8	Absence of a qualitative system of accounting, reporting, disclosure of information on the activities of financial institutions in Ukraine	Promoting the phased introduction of internationally recognized accounting, financial reporting, auditing, disclosure and corporate governance standards in the financial sector of Ukraine

So, from the above, it can be concluded that the financial services market is an important element in the development of the country's economy as a whole, in particular, this applies not only to the state, but also to society. We must understand that when this market is regulated, that is, all authorities that carry out state regulation are competent in their authorities, then only reasonable effective decisions are made regarding the normal and effective functioning of the FSM. It is important that the powers of these subjects of control do not overlap, their activities should be fixed at the legislative level. It is also worth remembering that proper conditions should be created for the formation of compensatory mechanisms in the financial services markets through the development of a system for guaranteeing deposits and ensuring payments under long-term life insurance contracts, non-state pension provision agreements, contributions to deposit accounts with credit unions, etc.

Thus, the financial market is one of the most regulated markets. The complexity of relations in the market, its scale, existing risks, and the security interests of participants necessitated the adoption of the detailed standards and rules for market activities, the establishment of harsh conditions for its participants and the involvement of various state authorities and self-regulating organizations in the issues of regulation.

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ANALYSIS RESEARCHES ON DEVELOPMENT OF PUBLIC MANAGEMENT IN UKRAINE WITHIN THE SYSTEM OF INTERNATIONAL AND LEGAL STANDARDS

Abstract. Fundamentally new approaches to public management in international and legal aspect which are highlighted in scientific researches have been defined in the article. Importance of every catalyst-reasons offered by the researches, amendments in fundamentals of public management as affected by the international law have been analyzed. Scientific researches, in the context of innovations in the sphere of public management with due regard for international and legal aspects, have been analyzed. Classification of reforms based on the principle of readiness of the Ukrainian management system for the amendments offered by the scientists has been carried out. The conclusion is made that the Ukrainian state should implement new management standards more efficiently, and it refers not only to modernization of the political sphere but also to the balanced development of administrative, economic, social, spiritual spheres of social life. It is determined that today the scientific aspects of the supranational dimension in modern social management have remained beyond the attention of the scientists. Due to the study of the peculiarities of the European experience in the organization of

democratic state governance and the systemic characteristics of the development of integration processes, the following directions of improvement of public administration as part of the process of building a democratic society in Ukraine are identified: 1) strengthening of the influence of the European administrative space on the system of public administration in Ukraine; 2) optimization of public administration in accordance with criteria of EU membership, humanization and systematization of public administration. It is these directions that can serve as the subject of individual scientific studies, taking into account the adaptation of foreign experience to national conditions. It is substantiated that in the present moment in Ukraine the main possibility of mutual exchange of experience in the field of public administration is carried out with the help of international cooperation. Therefore, it is precisely on the basis of the analysis of both foreign and domestic scientific research that it is possible to develop, design, and identify the main stages of the development of public administration in Ukraine, taking into account the main and important international legal norms, traditions and principles.

Keywords: public management, international law, government regulatory agencies, local government authorities, European Union, international and legal standards.

АНАЛІЗ ДОСЛІДЖЕНЬ ЩОДО РОЗВИТКУ ПУБЛІЧНОГО УПРАВЛІННЯ В УКРАЇНІ В СИСТЕМІ МІЖНАРОДНО-ПРАВОВИХ СТАНДАРТИВ

Анотація. Визначено принципово нові підходи щодо розвитку вітчизняного публічного управління в системі міжнародно-правових стандартів, що висвітлені в наукових дослідженнях. Проаналізовано важливість кожної із причин-каталізаторів, запропонованих дослідниками, зміни основ публічного управління під впливом міжнародного права. Проаналізовано наукові дослідження в контексті новацій у сфері публічного управління з врахуванням міжнародно-правових стандартів. Зроблено висновок, що українська держава має більш ефективно впроваджувати нові стандарти управління, і це стосується не тільки модернізації політичної сфери, а й збалансованого розвитку адміністративної, економічної, соціальної, духовної сфер суспільного життя.

Визначено, що на сьогодні поза увагою науковців залишилися практичні аспекти наднаціонального виміру у сучасному суспільному управлінні. Завдяки дослідженню особливостей європейського досвіду організації демократичного державного управління та системних характеристик розвитку інтеграційних процесів визначено такі напрями удосконалення державного управління, як складової процесу побудови в Україні демократичного суспільства: 1) посилення впливу європейського адміністративного простору на систему державного управління в Україні; 2) оптимізація державного управління відповідно до критеріїв членства в ЄС, гуманізація та систематизація державного управління. Саме ці напрями можуть слугувати пред-

метом окремих наукових досліджень з урахуванням адаптації зарубіжного досвіду до національних умов. Обґрунтовано, що наразі в Україні основна можливість взаємного обміну досвідом у сфері публічного управління здійснюється за допомогою міжнародної співпраці. Тому саме на підставі аналізу як зарубіжних, так і вітчизняних наукових досліджень, можна розробити, спроектувати, визначити головні етапи розвитку публічного управління в Україні з урахуванням головних та важливих міжнародно-правових норм, традицій та принципів.

Ключові слова: публічне управління, міжнародне право, органи державного управління, органи місцевого самоврядування, Європейський Союз, міжнародно-правові стандарти.

АНАЛИЗ ИССЛЕДОВАНИЙ ПО РАЗВИТИЮ ПУБЛИЧНОГО УПРАВЛЕНИЯ В УКРАИНЕ В СИСТЕМЕ МЕЖДУНАРОДНО-ПРАВОВЫХ СТАНДАРТОВ

Аннотация. Определены принципиально новые подходы к развитию публичного управления в системе международно-правовых стандартов, которые освещены в научных исследованиях. Проанализированы важность каждой из причин-катализаторов, предложенных исследователями, изменения основ публичного управления под влиянием международного права. Проанализированы научные исследования в контексте новаций в сфере публичного управления с учетом международно-правовых стандартов. Сделан вывод, что украинское государство должно более эффективно внедрять новые стандарты управления, и это касается не только модернизации политической сферы, но и сбалансированного развития административной, экономической, социальной, духовной сфер общественной жизни. Определено, что сегодня без внимания ученых остались практические аспекты сверхнационального измерения в современном общественном управлении. Благодаря исследованию особенностей европейского опыта организации демократического государственного управления и системных характеристик развития интеграционных процессов определены такие направления совершенствования государственного управления, как составляющей процесса построения в Украине демократического общества: 1) усиление влияния европейского административного пространства на систему государственного управления в Украине; 2) оптимизация государственного управления в соответствии с критериями членства в ЕС, гуманизация и систематизация государственного управления. Именно эти направления могут служить предметом отдельных научных исследований с учетом адаптации зарубежного опыта к национальным условиям. Обосновано, что сейчас в Украине основная возможность взаимного обмена опытом в сфере публичного управления осуществляется с помощью международного сотрудничества. Поэтому именно на основании анализа как зарубежных, так и отечественных научных исследований можно разработать, спроектировать, определить основные этапы развития публичного управления в Украине с

учетом главных и важных международно-правовых норм, традиций и принципов.

Ключевые слова: публичное управление, международное право, органы государственного управления, органы местного самоуправления, Европейский Союз, международно-правовые стандарты.

Problem statement. Today, the attention of scientists is increasingly emphasized on the need to change the model of national public administration. Ukraine has chosen the European vector of development in all spheres of life. However, the European civilization model of governance is a rather complicated social, democratic and legal transition to a politically organized, responsible civil society of a new quality, which has a fairly high level of business activity and political participation of citizens, ensuring their rights and freedoms.

Currently, the main opportunities for mutual experience exchange in the sphere of public management are carried out through international cooperation in Ukraine. Therefore, it is precisely on the basis of the analysis of both foreign and domestic scientific research that it is possible to develop, design, and identify the main stages of the development of public administration in Ukraine, taking into account the main and important international legal norms, traditions and principles.

Analysis of recent research and publications. In the Western state-management scientific community, public administration issues are the subject of numerous scientific studies, among which foreign experts, namely: P. Bleuen [1], G. Butcacher [2], W. Wilson [3], S. Polit [4] and C. Lambert [1].

The essence of public administration is the subject of dissertation research of domestic scholars, among which it is worthwhile mentioning works by V. V. Bashtannyk [5], O. P. Borysenko [6], V. V. Brahinskyi [7], N. A. Hnydiuk [8], M. S. Kalyna [9], A. O. Karapetian [10], D. O. Krasovskyi [11], O. O. Kolizhuk [12], S. A. Mamedov [13], M. O. Nazarenko [14], V. F. Roman [15], and R. Yu. Soroka [16], V. V. Tykhonovych [17], V. V. Popovych [18], K. Kh. Herasymiuk [19], T. P. Palamarchuk [21], O. Cherviakova [22], M. Ye. Chulaievskaya [23] and D. Yu. Yurkovskiy [24].

However, despite a sufficient number of publications in the scientific space of Ukraine devoted to the reform of public administration, the vast majority of them have a sectorial orientation or applied nature. They do not consider improving public administration in the context of transformational transformations in Ukrainian society.

The purpose of the article is to define fundamentally new approaches to the development of domestic public administration in the system of international legal standards, which are covered in scientific researches; analysis of each of the causes of catalysts proposed by researchers in scientific research; a description of scientific works in context of innovations in the field of public ad-

ministration taking into account international legal standards.

Presentation of the main material. The primary task of the state is to ensure implementing international relations in the field of public administration. First of all, it is necessary to focus on studying international experience in the field of regulatory and regulatory regulation of public administration, the application of forms and methods for implementation of personnel policy, scientific and methodological and informational and analytical support for the functioning of the public administration institution.

There is interestingly in this sense the approach of O. Kolizhuk who highlighted it in her paper '*Public Administration of Foreign Economic Activity of Ukraine in the Conditions of European Integration*'. In particular, the scientist proposed a model of optimization of public administration based on the application of an integrated approach to the procedure for the formation and implementation of the Strategy of Public Administration of Foreign Economic Activity of Ukraine, taking into account the powers of state administration bodies of different levels, in accordance with such an algorithm: formation of state foreign economic activity and determination of the main directions of its realization; development and approval of the Concept of Development of Foreign Economic Policy; development and approval of the Long-term Program of Development of Foreign Economic Activity of Ukraine; and adoption of tactical government-management decisions in the field of regulation of foreign economic activity of Ukraine [12, p. 3–5].

N. A. Hnidyuk developed in her study the main models of the coordination of European integration policy taking into account the powers of central authorities in the field of European integration policy and the degree of their centralization, which allows, from the author's point of view, and theoretically to substantiate the tendency of creating a model in Ukraine with a high level of functional decentralization and horizontal coordination [8, p. 4–7].

N. A. Hnydiuk perfected the mechanism of coordination of European integration policy by improving the effectiveness of its main components, such as: political planning and coordination (legislative harmonization, impact assessment, third party consultation, public information, financial support, management of external coordination of donor assistance, human resources and training of skilled professionals in the field of European integration [8, p. 8].

V. V. Popovych perfected contemporary ideas about the methodological approaches to the formation of the European municipal policy in her study '*Conceptual Principles of the State Municipal Policy in Ukraine in the Context of European Integration*'. It is shown that they are based on the principles, regulations and standards of local self-government, which are harmoniously combined in the concept of '*good governance*', which consists of the following four groups of international standards: in the field of human rights, in the field of local and regional democracy, and in the field of *the Nomenclature Units of Territorial Standardization* (hereinafter referred to as the 'NUTS') [18, p. 5].

Subsequently, the Nomenclature Units Territorial Standardization (NUTS) were analysed in the work of K.Kh. Herasymiuk '*Optimization of the Territorial-managerial System in Ukraine in the Context of European Experience*'. In particular, European standards and approaches for reforming the territorial organization of public authorities and the content of the implementation of relevant reforms in the EU have been developed in this research. One of the important mechanisms of optimization of territorial-administrative system in Europe was the NUTS System, that provides a unified, transparent and efficient model of statistical monitoring, and based on this, improve the system territorial division and implement a flexible regional policy [19, p. 5, 18].

It was argued that the decentralization of power in the EU countries takes place within the framework of international legal standards by grouping the main or fragmentation large administrative-territorial units, the introduction of 'new regionalism', inter-municipal cooperation and 'good governance' in the study of V. F. Roman '*The Mechanisms of Governmental Governance for Decentralization of Power: the Experience of the EU Countries for Ukraine*'. Among other things, there also developed research on the formation of new territorial entities: associations, as a rule, the basic units, created not only for the implementation of the tasks of economic development, planning and accounting, but also for the development of social and cultural traditions [15, p. 3–4]. Thus, the concept of V. F. Roman highlights the current state of the vision of public management in the countries of the European space

in the context of the dissemination of ideas of the 'new regionalism', characterised primarily by raising the level of regional identity facilities management [15, p. 5].

It is worth noting that currently reforms of local self-government and territorial organization of power are actively being implemented in Ukraine. We observe a positive tendency the implementation of international legal tendencies regarding the decentralization of state power in Ukraine. So, the envoy of the German Government for decentralization issues will work in Ukraine in September 2017. The Deputy Prime Minister and Minister of Regional Development, Construction and Housing and Public Utilities of Ukraine Hennadii Zubko noted that the authorized person of the German Government for the reform of decentralization issues will begin to work in Ukraine in September 2017. Hennadii Zubko testified that the delegation the envoy for decentralization issues from the German Government is further evidence of the success of reform implementation, which is the largest among other reforms supported by the EU [20].

R. Yu. Soroka proposed a new vision of the role of industrial policy, which becomes an integral indicator of the sectorial, regional, innovation and legal development of the state in his scientific study '*The Application of Public Administration Mechanisms in the Formation of Industrial Policy in the Process of European Integration of Ukraine*'. The scientists worked out new mechanisms of management of industrial policy, based on which the regionalization of the economy, market motivation of in-

novation growth and the elimination of bureaucracy and corruption influences based on international legal experience [16, p. 5].

It is important that R. Yu. Soroka established the main differences in the approaches to implementing the industrial policy of both the EU and Ukraine, which is that the latter's efforts are concentrated on supporting industries, enterprises and products, while the EU focuses on improving production manufacturability, that is, structural restructuring of the economy, the development of industrially underdeveloped regions, the economic transformation of territories affected by the decline of industrial production, and multilevel enhancement of the competitiveness of the economy, as reflected in the norms of the supranational law of the EU [16, p. 4–5].

The issues concerning the implementation of international legal principles and standards in separate sectors of the economy are often analysed in these scientific studies. Thus, T. P. Palamarchuk firstly systematized the mechanisms of development of state management of the agrarian sector of Ukraine's economy in the conditions of implementation of the European standards according to the types of state influence on the agrarian sector in her paper '*Mechanisms of the Development of the State Administration of the Agrarian Sector of Ukraine's Economy in the Context of the Implementation of European Standards*'. They are the following:

1) Financial impact on the development of the agrarian sector in the framework of medium and long-term development programs (economic criterion);

2) Standardization of conditions for product quality and food safety (administrative criterion); and

3) Identification of priorities for social and economic development of rural areas (political criterion).

This research also identified a mechanism for optimizing the export potential of the Ukrainian agrarian sector, which is based on the Ukrainian legislation, which should ensure compliance with EU regulatory norms through the liberalization of customs and tariff rates between Ukraine and the EU, when Ukrainian legislation establishes a duty free regime and refuses tariffs concerning agrarian products from the EU [21, p. 4–5].

O. P. Borysenko investigated the institutional features of the formation and implementation of the foreign economic and customs policy of Ukraine and determined the directions of institutional transformations in the state regulation of foreign economic activity in his work '*Formation of the State Foreign Economic Policy of Ukraine and the Mechanisms for its Implementation*'. The above made it possible to systematize the main measures of state-management influence in the following stages:

1) The formation of the national foreign economic policy and the creation of its own customs system;

2) Radical liberalization of the economy;

3) Moderate protectionism;

4) State asymmetric protectionism of the branches and regions and strengthening of administrative pressure on the subjects of management;

5) Destabilization-constructive policy;

6) Implementation and integration policy against the background of liberal import model, global financial and economic crisis;

7) Moderately regulated foreign economic policy, activating the search for new directions of realization of national economic interests in world markets;

8) Socially oriented foreign economic policy aimed at involving civil society in regulatory processes in the field of foreign economic activity [6, p. 6].

The innovative position is the doctrine of public management of the transit potential of V. V. Brahinskyi, which is based on a closed cycle of management:

1) *Forecasting*: anticipation of consequences; planning: establishing a managerial goal and organizational measures to achieve it;

2) *Motivation*: ensuring the interest of managers in achieving the goal; and

3) *Control*: determining the degree of achievement of the managerial goal, which allows the transition to a new cycle of public management of transit potential, or, if necessary, to adjust it) [7, p. 6–7].

New scientific vision of public management on an international scale, taking into account the modern type of migration processes, is presented in the work of M. Ye. Chulaievskya, which describes the essence of types of labour migrants in the EU and their level of management:

1) Domestic migrants of the EU Member States, which are administered at the national level in accordance with the exclusive powers of these states;

2) Intra-Union migrants whose management is carried out at the supra-

national level in accordance with the exclusive and joint powers of the EU within the framework of the functioning of the internal market; and

3) Foreign Union migrants who are subject to joint management by the Member States of the EU and the European Union, which provides for the Union to define only the basic principles of governance, and its member states, on the basis of these principles, implement their own policies (e. g. Set quotas for labour migrants, sign recognition agreements diplomas and ensure their implementation, etc.) [23, p. 6–9].

It should be noted that the results of the research of M. Ye. Chulaievskya seem to be extremely relevant for modern Ukraine, since the paradigm of public administration is still formed without taking into account migration processes. Although our state faces external migration processes at a minimal level, internal migration is an undeniable factor affecting public administration.

The integrated mechanism of the implementation of the European integration policy of Ukraine is based on a combination of political, institutional and organizational (in the context of public administration), economic, legal (including the international legal field), information mechanisms that are represented by a set of tools, methods, principles, the application of which the authorities provide coordination, implementation, monitoring and evaluation of the country's policy on integration with the EU, and promotes the creation of appropriate conditions for the successful implementation of the European integration policy [14, p. 3]. It was substantiated in the study of M. O. Nazarenko '*Integrated Mechanism*

for the Implementation of European Integration Policy of Ukraine'. The scientist gives a concrete list of areas, progress in which significantly increases Ukraine's chances of joining the EU. Thus, he devotes his last role to the public administration system, which should be based on European experience as part of the international legal system. In our opinion, the novelty of the research is based, first of all, on the precise systematization of the causal relationships between the spheres of life of domestic society, which are directly related to public administration, the reformation of which is one of the most important concepts of an effective foreign policy-oriented approach to the EU.

The research of A. A. Karapetian '*Improvement of the Mechanisms of Management of the Higher Education System of Ukraine in the Bologna Process*' is structural and analytical. It is based on the study of public administration in the field of higher education. The approach to reforming the personnel and motivational mechanism of public administration in the educational sector in Ukraine, which will allow to effectively solve personnel problems related to the need to adapt the existing system of higher education to the requirements of new legislation in this area [10, p. 9–11]. We note the unequivocal effectiveness of the narrow-gauge approach to diagnosing the problems of modern public administration in Ukraine in this study. The problems of the Bologna process in Ukraine are a clear example of the conceptual differences between the system of public administration that exists in the international legal field and the type of public administration that we trace in countries with a

relatively lower political and legal consciousness of citizens.

D. Yu. Yurkovskiy allocated and consolidated a structural and functional model of public administration in the field of foreign policy activity of Ukraine in conditions of external aggression by means of allocation and consolidation of priority structural units of the priority directions of activity in relation to implementation of mechanisms of state administration in this sphere in the paper '*Mechanisms of Public Administration in the Field of Foreign Policy of Ukraine in the Conditions of External Aggression*'. There are among them: modernization of the constitutional and legal support of the foreign policy activity of the state taking into account the international and legal standards; carrying out a comprehensive inventory of current agreements and arrangements in the field of external relations with the Russian Federation; completion of legal and contractual registration of the state border of Ukraine with the adjacent states; ensuring interaction and coordination of foreign policy activities of state bodies and officials with authority in the field of foreign policy and international relations [24, p. 4–6].

It must be concluded that the structural and functional model of public administration is a necessary tool, which is not enough to consolidate the forces of the state apparatus to reform the management activities based on international legal standards and in conditions of increased political tension.

The model of optimization of the State European Integration Policy of Ukraine in the conditions of globalization was developed and scientifically

substantiated by M. S. Kalyna in the scientific paper '*Features and Directions of Optimization of the State European Integration Policy of Ukraine in the Conditions of Globalization*'. This model is based on the application of the formal logic approach: the Ukrainian State Policy on European Integration is seen as a system that has to respond adequately to the demands of influential super systems, which include the EU as well as other geopolitical communities of the Eastern European region, as well as the world's economic, political, etc. community, which are formed within the international legal field [9, p. 4–5].

The system of public administration of European integration policy must also respond adequately to the requests of its management subsystems in Ukraine and to influence them accordingly at the same time, taking into account interests of all parties to this policy. The compositional approach to building a system development plan is realised under such conditions taking into account the interests of its constituent subsystems and is formed on the basis of the optimality criterion of power of managerial functions.

D. O. Krasivskyi suggested that the inertia of the political system was one of the reasons for the slow implementation of new European norms and rules in Ukraine, which in turn could be a threat to the consolidation of democratic principles of the state governance in the study '*Mechanisms for the Implementation of European Standards in Political Governance in Ukraine*' [11, p. 4].

S. A. Mamedov draws attention to the regional segment of public administration in the scientific work on the theme '*Mechanisms of State Regulation*

of the State Regions Social and Economic Development in the Conditions of the Economy Globalization'. According to him, the determining factor in public administration reform in Ukraine should be a regional development strategy, as a means of orientation (the definition model) of regional development, methodological basis of which is a strategic planning [13, p. 9–10].

It is generally evident that the change in the concept of public administration primarily requires decentralization, which should take into account the specifics of public administration in Ukraine, which, on the contrary, is characterized by a high level of centralization and hierarchy of managerial processes, as stated by V. V. Tykhonovych in the scientific paper '*Mechanisms of Public Administration in the Field of Economic Cooperation with European Countries*' [17, p. 9].

Given the above, we should agree with V. V. Bashtannyk's opinion that there is currently a gap between the results of previous researches and the needs of the science of state administration, as well as a certain marginalization of the conclusions of scientific works on the needs of real governance. There were practical aspects of the supranational dimension in modern social management outside the attention of the researchers [5, p. 15]. Therefore, the stated scientist concludes in his study '*Reforming Public Administration in the Context of European Integration Processes*' that due to the study of the peculiarities of European experience in the organization of democratic state governance and the systemic characteristics of the development of integration processes. It was possible to identify

the following directions of improvement of public administration as an integral part of the following construction process of democratic society in Ukraine:

1) The strengthening of the influence of the European administrative space on the system of public administration in Ukraine;

2) Optimization of public administration in accordance with criteria of the EU membership, humanization and systematization of public administration.

These directions can serve as the subject of individual scientific studies, taking into account the adaptation of foreign experience to national conditions [23, p. 15, 16].

O. V. Cherviakova defined the main transformational tendencies of state management in the conditions of globalization influences along with this. So, the scientist points out that the main approaches, which are the ways to solve problems of the state and planetary levels, is the formation and development of an information society; formation and development of an innovative society; and the formation and development of a society of sustainable development [22, p. 30].

Conclusions. Thus, fundamentally new approaches to the development of domestic public administration in the system of international legal standards, which are highlighted in scientific researches, were determined. The importance of each of the catalysts suggested by the researchers, the change of the basis of public administration under the influence of international law is analysed. The research is analysed in the context of innovations in the field

of public administration taking into account international legal standards. It is concluded that the Ukrainian state should more effectively implement new management standards, and this applies not only to the modernization of the political sphere, but also to the balanced development of the administrative, economic, social and spiritual spheres of public life.

Further research should be directed to finding the most efficient ways of implementing the European standards of public administration in Ukraine and to actively analyse the place of normative and legal base on public administration of Ukraine in the system of international legal standards.

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CONCEPTUAL BASES AND THEORETICAL APPROACHES TO THE DETERMINATION OF THE PUBLIC ADMINISTRATION OUTSTRIPS ECONOMIC DEVELOPMENT OF UKRAINE

Abstract. The article defines conceptual foundations and theoretical approaches to public administration of outstripping development in the Ukrainian economy. Proposed own author's definition of public administration of the outstripping development of the country's economy. By analyzing the consequences of the global crisis, scientists in the public, business and academic circles of Ukraine are increasingly aware that effective development of the national economy in the future is impossible without the resolution of overdue structural problems, especially those of national significance. These are the problems of national competitiveness, the low level of efficiency of use of raw materials and energy resources, the presence of depressed industries, sub-sectors and regions, the placement of capital investments mainly in the sphere of circulation, and not production of goods, etc. Important conclusions are drawn about the uneven and asymmetric effects of globalization on economic development in Ukraine, where, along with positive effects, there are obvious negative effects that can suppress national economic development. It is noted that the tendency of openness of the majority of world economies in different groups of countries of the world is uneven in inten-

sity and subject to various factors. Therefore, Ukraine deserves to abandon the given apology of export-oriented development and actualize domestic demand, especially in the areas of high technology and diversification of the export structure itself, in order to significantly increase the share of high-tech goods and services and expand participation in international cooperation of production. It is proved that the export-raw material type of economic growth and the overcentralization of financial resources in the metropolitan metropolis intensify territorial disproportions. The country faced an extremely serious task of reviewing the regional economic policy.

Keywords: public administration, outstripping the development of the economy.

КОНЦЕПТУАЛЬНІ ЗАСАДИ ТА ТЕОРЕТИЧНІ ПІДХОДИ ДО ВИЗНАЧЕННЯ ПУБЛІЧНОГО УПРАВЛІННЯ ВИПЕРЕДЖАЮЧИМ РОЗВИТКОМ ЕКОНОМІКИ УКРАЇНИ

Анотація. Визначено концептуальні засади та теоретичні підходи до публічного управління випереджаючим розвитком економіки України. Запропоновано власне авторське визначення публічного управління випереджаючим розвитком економіки країни. Аналізуючи наслідки світової кризи, у державних, бізнесових і наукових колах України вчені все більше усвідомлюють, що ефективний розвиток національної економіки у подальшому неможливий без розв'язання назрілих структурних проблем, особливо тих, які мають загальнонаціональне значення. Це проблеми національної конкурентоспроможності, низький рівень ефективності використання сировинних та енергоресурсів, наявність депресивних галузей, підгалузей та регіонів, розміщення капітальних вкладень переважно у сферу обігу, а не виробництво товарів тощо. Зроблено важливі висновки про нерівномірний та асиметричний вплив глобалізації на економічний розвиток в Україні, де поряд із позитивними наслідками є й очевидні негативні ефекти, здатні пригнічувати національний економічний розвиток. Відзначено, що тенденція зростання відкритості більшості економік світу у різних групах країн світу є неоднаковою за своєю інтенсивністю та підпорядковується різноманітним чинникам. Тому Україні доцільно відмовитися від заданої апології експортноорієнтованого розвитку й актуалізувати внутрішній попит, насамперед у сферах високих технологій та диверсифікації самої експортної структури для значного збільшення частки високотехнологічних товарів і послуг та розширення участі у міжнародній кооперації виробництва. Доведено, що експортно-сировинний тип економічного зростання і надцентралізація фінансових ресурсів у столичному мегаполісі підсилюють територіальні диспропорції. Перед країною постало надзвичайно серйозне завдання перегляду регіональної економічної політики.

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

КОНЦЕПТУАЛЬНЫЕ ОСНОВЫ И ТЕОРЕТИЧЕСКИЕ ПОДХОДЫ К ОПРЕДЕЛЕНИЮ ПУБЛИЧНОГО УПРАВЛЕНИЯ ОПЕРЕЖАЮЩЕГО РАЗВИТИЯ ЭКОНОМИКИ УКРАИНЫ

Аннотация. Определены концептуальные основы и теоретические подходы к публичному управлению опережающим развитием экономики Украины. Предложено собственное авторское определение публичного управления опережающим развитием экономики страны. Анализируя последствия мирового кризиса, в государственных, деловых и научных кругах Украины ученые все больше осознают, что эффективное развитие национальной экономики в дальнейшем невозможен без решения назревших структурных проблем, особенно тех, которые имеют общенациональное значение. Это проблемы национальной конкурентоспособности, низкий уровень эффективности использования сырьевых и энергоресурсов, наличие депрессивных отраслей, подотраслей и регионов, размещение капитальных вложений преимущественно в сферу обращения, а не производство товаров и тому подобное. Сделаны важные выводы о неравномерном и асимметричном влиянии глобализации на экономическое развитие в Украине, где наряду с положительными последствиями есть и очевидные негативные эффекты, способные подавлять национальное экономическое развитие. Отмечено, что тенденция роста открытости большинства экономик мира в разных группах стран мира неодинакова по своей интенсивности и подчиняется разнообразным факторам. Поэтому Украине целесообразно отказаться от заданной апологии экспортноориентированного развития и актуализировать внутренний спрос прежде всего в сферах высоких технологий и диверсификации самой экспортной структуры для значительного увеличения доли высокотехнологичных товаров и услуг и расширения участия в международной кооперации производства. Доказано, что экспортно-сырьевой тип экономического роста и сверхцентрализация финансовых ресурсов в столичном мегаполисе усиливают территориальные диспропорции. Перед страной встала чрезвычайно серьезная задача просмотра региональной экономической политики.

Ключевые слова: публичное управление, государственное управление, опережающее развитие экономики.

Target setting. The transition from state to public administration forms new challenges and approaches to the adoption of management decisions, the functioning of the state system itself. The main element in the country's development is the economy. Advancing development of the country's economy

is a prerequisite and a guarantee of ensuring competitive advantages in international relations, ensuring innovation and investment growth, as well as a high standard of living for the population.

Analysis of recent publications on issues. The source of information for writing an article is the publications

and works of scientists on the chosen subject of the study [1–12].

The purpose of the article. The purpose of this article is to determine the conceptual framework and theoretical approaches to public administration of outstripping development in the Ukrainian economy and to propose the own definition of public administration as a outstripping development of the country's economy.

The statement of basic materials. The formation of the Public Administration in Ukraine as a branch of science was preceded by the “State Administration”, which was launched in 1997 as a newly created branch “State Administration” and included by the Order of the High Qualifications Commission of Ukraine № 86 dated March 13, 1997, to the List of Scientific Specialties. Further development of science was determined by the specialty and their passports, magistracy, postgraduate and doctoral studies were opened for training in the relevant specialties in state administration, specialized academic councils, professional publications were created, research work was organized that formed theoretical and methodological foundations and infrastructure for science “State Administration” [11]. Scientific directions are devoted to the study of the theory and history of state administration, the mechanisms of state administration, civil service and local self-government.

According to the encyclopedia of state administration, State management is the activity of the state (bodies of state power) aimed at creating conditions for the most complete realization of state functions, fundamental rights and freedoms of citizens, harmonization

of various groups of interests in society and between the state and society, ensuring social development relevant resources [5, p. 157].

G. Atamanchuk believes that state management is a practical, organizing and regulating influence of the state (through the system of its structures) on the social and private life of people in order to organize, preserve or transform, based on its power [1, p. 33].

V. Bakumenko defines state management as a system, where, like any social formation, it consists of functionally united elements (subsystems) with specific properties that determine their place in the structure of this system [2].

V. Martynenko determines that state management is a process of authoritarian governance through the formation and implementation of a state bodies system of executive power at all levels of the administrative-territorial division in the country, which uses a set of methods, mechanisms, power influence on society methods [8, p. 21].

Many researchers (scholars) and practitioners in state management have considered various aspects of the state management mechanisms, numerous works devoted to conceptual aspects: the essence of the concept, principles of construction, tools, types, features, etc.

With regard to public administration, it is a new concept that is just beginning to enter the scientific concept vehicle, and, above all, due to the emergence of a new field of education — “Public Management and Administration”, which reformed the field of knowledge “State management”.

Regarding the sphere of activity, public administration in Ukraine today

took the position of state management and takes into account such a component as a civil society. Namely, the participation of civil society in the adoption of public-management decisions, which, ideally, is the adoption of these decisions by society itself. If it believes Ukrainian scientist O. Chervyakovoi [11] “Institutions of public administration and civil institutions have subject-subjective interaction through a regulator. The regulator in this case is a tool that adjusts, corrects and regulates the subject-subject relations in the feedback mechanism. For example, the regulator can be: the regulatory framework (international acts, laws of Ukraine, decrees of the President of Ukraine, the CMU resolutions and other regulations); standards (international, state, industry, enterprises, norms, rules, requirements, etc.); resources (natural, material, financial, labor), as well as individual instruments of government, public and supra-state organizations (treaties, programs and, even, interpersonal relations)” [11].

In the framework of our study, we will consider in more detail the theoretical approaches to the definition of the public administration outstrips economy development of Ukraine.

Thus, in the opinion of O. Moskalenko in the paper “Advancing economic development: theoretical and institutional principles and problems of implementation in Ukraine” [9], advance economic development is defined as a guarantee of the country’s securing in international relations the advantages of individual economic, social and political life, as well as a means of preservation and creation of “stock of dominance”, competitive advantages in the latest

technologies and techniques, methods of public administration, social institutions. Thus, advance economic development can be seen as a mechanism for creating conditions for development on the basis of technological leap and social “elevator”. An important element for the country’s advanced economic development is determining the social processes of “unity” and “identity” that can form a sense of common, public interest. Such a feeling contributes to the formation of a model of “inclusiveness”, which, in turn, contributes to the sustainability of the country’s economic system. The constituent models of a pre-eminent economic development are the laws and principles of functioning (in particular, the law of progressing development of human potential, the law of the advanced development of science and education), where the role of the government is sufficiently high in providing innovation-intensive type of economic growth and high quality of human life [9].

Y. Zaitsev, in the article “Advancing economic development as a substantial basis of a modern competitive economy” [6] considers progressive economic development as innovative competition, innovative entrepreneurship, innovative economic policy, innovative (creative, complex, intellectual) labor, innovative motivation for such labor, entrepreneurship, politicians. The publication [6] also states that it is not possible to achieve competitive advantages on the basis of a pre-eminent economic development beyond the framework of the maximum possible, in certain specific conditions, of the functioning of economic and social systems, of innovative value motives of entrepreneurs and

other economic entities. Above all, it is all the more impossible to ensure that things are ahead of development. According to Y. Zaitsev, the urgent need for the existence of any country in a globalized world as a powerful player in the whole spectrum of international relations and a guarantor of the continued growth of the well-being of its citizens is the study, comprehension and use of the essence, functions and the role of advance economic development in providing sustainable advantages. the national economic system, its separate subjects, in a competitive struggle with the development of society and the state, the use of institutional capacity of the state to create a real motivational mechanism of this type of development.

In the publication of K. Yagelska "Factors of the Forerunner Economic Development" [7] noted the existence of its own strategy of economic development based on the innovation-investment approach, taking into account the socio-economic features of the country and timely identified promising areas. This mechanism is possible in the presence of such factors as political stability, minimization of procyclical-ity of politics; active state regulation of economic processes with the orientation of reforms for saving and accumulation of capital, creating an attractive investment climate; transparency and availability of the banking system; state support for national economic development (simplification of bureaucratic procedures and tax pressure, stimulation of entrepreneurial activity, venture business); stimulation of scientific and technological development (financing of research activities, fiscal stimulation of investment and innovation activity

of enterprises, development of new high technological facilities, modernization of traditional branches); manufacture and export of high-tech products; actively involved in the component of cultural traditions, the system of spiritual and moral values (the transition society consumption to the post-industrial, information society); motivation for work; a flexible educational system that meets the strategic objectives of the country, investment in human capital, technological development of society [7, p. 276–282].

A number of scientists A. Alimov, A. Danilenko, V. Tregobchuk, etc. In the work "Economic Development of Ukraine: Institutional and Resource Support" [4] believe that the creation of favorable institutional conditions and proper resource provision, that is, the formation of an appropriate institutional and resource potential is a necessary condition for the stable economic development of Ukraine [4, p. 501]. For public management of outstripping development of the economy, the authors define a system of interrelated actions on the part of state authorities, namely [4, p. 501–507]: improving the institutional system of Ukraine, increasing financial capital and resources, developing in the industry markets and infrastructure. Among the institutional factors hampering the economic development of Ukraine, the main ones are the low protection of investors' rights and interests, the almost complete absence of an independent court and the non-observance of the rule of law; high political risks of investment (the risk of arbitrary withdrawal of income and capital by the state) significant transaction costs associated with the

protection of property rights and business. Proceeding from this, the most important tasks of institutional provision for stable economic development of Ukraine should be the elimination of a hidden and sometimes legalized excessive and unreasonable state “patronage” over certain business structures close to the authorities whose revenues are often a source of financing for different political forces, from the latter, lobbying for their interests in government bodies, introducing control from the institutions of civil society (unhindered access to information on the financial situation and activities of government bodies), compliance, and not only declaring, the policy of separating power from business as the most important prerequisite for overcoming corruption.

For the development of Ukraine’s economy, the necessary condition, according to scientists, should be the achievement of sustainable development through the activation of internal factors of economic development, and in the integration aspirations necessarily should be fully taken into account national economic interests. Of the internal factors of development, one of the most important is the investment and innovation [4, p. 503].

And for the outstripping development in the Ukrainian economy, one of the primary tasks of the state economic policy should be the transition to the development model, where priority will be given to investing in socially significant projects in such areas as human capital development, resource saving, innovative activity, the revival and modernization of fund-building industries [4, p. 504].

In the work of V. Geets, L. Shinkaruk, T. Artemova and other well-known Ukrainian scholars [10], the main directions and methods of implementing progressive structural transformations in the Ukrainian economy are substantiated. Analyzing the consequences of the global crisis, in the state, business and scientific circles of Ukraine, scientists are increasingly aware that effective development of the national economy in the future is impossible without solving structural problems, especially those that are of national importance. These are the problems of national competitiveness, the low level of efficiency in the use of raw materials and energy resources, the presence of depressed industries, sub-sectors and regions, the placement of capital investments primarily in the sphere of circulation, and not the production of goods and the like. Important conclusions have been drawn about the uneven and asymmetric influence of globalization on economic development in Ukraine, where, along with positive consequences, there are obvious negative effects that can suppress national economic development. Scientists have analyzed trends in the growth of openness in most economies of the world, this process varies in different groups of countries of the world in its intensity and is subject to various factors. Therefore, it is advisable for Ukraine to abandon the given apology for export development and to actualize domestic demand, especially in the areas of high technology and diversification of the export structure itself, to significantly increase the share of high-tech goods and services and expand participation in international production cooperation. It is proved

that the export-raw type of economic growth and the super-centralization of financial resources in the metropolitan metropolitan area intensify territorial imbalances. The country faces an extremely serious task of viewing regional economic policy [10, p. 12].

T. Burma, E. Makazan, K. Marinova in the publication “Economic integration of Ukraine into the world economy on the basis of the doctrine of advanced development” [3] determine that at the moment in Ukraine there is no state infrastructure necessary to apply the concept of advanced development, cardinal improvement (re-engineering) of the institutional structures of the state, but thanks to the concept it is possible to start reforming the infrastructure of the state in the near future, will allow Ukraine to become full participant in the world integration processes.

Conclusions. Thus, the outstripping development in the Ukrainian economy is considered by scientists as an innovative economic policy of the state on the basis of the development of high-tech industries for participation in international cooperation of production by activating internal factors of economic development and creating an attractive investment climate and state support (motivation) for the development of human potential, science and education.

Therefore, public administration the outstripping development in the country's economy can be defined as a mechanism of innovation economic policy of the state, which creates competitive advantages in the high-tech sector and social institutions, based on the principles of motivation for the development of human potential, science and education, taking into account

the socio-economic features of the country.

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PROBLEM OF FORMATION OF QUALIFICATION-PROFESSIONAL REQUIREMENTS FOR PUBLIC OFFICIALS AS THE BASIS OF SELECTION OF PUBLIC SERVICE PERSONS IN UKRAINE: METHODOLOGICAL APPROACH

Abstract. The article analyzed regulatory documents of Ukraine, which regulate the issues of determining the professional qualification requirements for employees, and find out that these documents establish requirements that are non-systemic and can be applied to any managerial position. The author proposes, taking into account the tendencies of the development of the public service system, to identify seven types of competencies of public servants: political, legal, economic, social, psychological, managerial, moral and ethical. Political competence and moral legitimacy implies an understanding of the nature of the basic social functions and organizational structure of the modern state, the principles and forms of democracy, the nature of the interaction between different branches of

government, the role of political parties in the life of society. Legal (legal) competence of civil servants is formed in the course of basic vocational training, which relates to the main branches of law and is based on the skills of its professional application in various spheres of activity. Economic competence is differentiated depending on the specialization of civil servants and within the framework of a general for all level should include an assessment of the ability to apply a comparative analysis of key economic concepts. Sociological competence is related to the awareness of civil servants of the concept of the social structure of modern society, its dynamics and its impact on political and socio-economic processes. Psychological competence is the basis for effective communication contacts, when it is necessary to understand people, their interests, motives and intentions, to find an individual approach to them. Management competence includes knowledge of management methods, value-orientation regulation, integrated management of labor motivation, development of creative potential, etc.

Keywords: public service, public servant, professional qualification requirements, position, selection, leadership, personal qualities, political, economic, legal, social, psychological, ethical, managerial competence.

ПРОБЛЕМА ФОРМУВАННЯ КВАЛІФІКАЦІЙНО-ПРОФЕСІЙНИХ ВИМОГ ДО ПУБЛІЧНИХ СЛУЖБОВЦІВ ЯК ОСНОВА СЕЛЕКЦІЇ КАДРІВ ПУБЛІЧНОЇ СЛУЖБИ В УКРАЇНІ: МЕТОДОЛОГІЧНИЙ ПІДХІД

Анотація. Проаналізовано нормативно-правові документи України, які врегульовують питання визначення професійно-кваліфікаційних вимог до службовців, та з'ясовано, що зазначені документи встановлюють вимоги, які є несистемними та можуть бути застосовані до будь-якої управлінської посади. Автором запропоновано, враховуючи тенденції розвитку системи публічної служби, визначати сім видів компетентностей публічних службовців: політична, правова, економічна, соціальна, психологічна, управлінська, морально-етична. Політична компетентність та моральна легітимність передбачають розуміння природи основних суспільних функцій та організаційної структури сучасної держави, принципів та форм демократії, характеру взаємодії між різними гілками влади, ролі політичних партій в житті суспільства. Правова (юридична) компетентність державних службовців формується в процесі базової професійної підготовки, що стосується основних галузей права та ґрунтується на навичках її професійного застосування в різних сферах діяльності. Економічна компетентність диференціюється в залежності від спеціалізації державних службовців і в межах загального для всіх рівня має включати оцінку здатності застосовувати порівняльний аналіз основних економічних концепцій. Соціологічна компетентність пов'язана з усвідомленням державними службовцями концепції соціальної структури сучасного суспільства, її динаміки та впливу на політичні та соціально-економічні процеси. Психологічна компетентність є підставою для ефективних комунікаційних контактів, коли необхідно розуміти людей, їхні інтереси, мотиви та наміри, знаходити до них

індивідуальний підхід. Управлінська компетентність включає знання методів управління, ціннісно-орієнтаційне регулювання, комплексне управління трудовою мотивацією, розвиток творчого потенціалу тощо.

Ключові слова: публічна служба, публічний службовець, професійно-кваліфікаційні вимоги, посада, селекція, лідерство, особистісні якості, політична, економічна, правова, соціальна, психологічна, етична, управлінська компетентності.

ПРОБЛЕМА ФОРМИРОВАНИЯ КВАЛИФИКАЦИОННО-ПРОФЕССИОНАЛЬНЫХ ТРЕБОВАНИЙ К ПУБЛИЧНЫМ СЛУЖАЩИМ КАК ОСНОВА СЕЛЕКЦИИ КАДРОВ ПУБЛИЧНОЙ СЛУЖБЫ В УКРАИНЕ: МЕТОДОЛОГИЧЕСКИЙ ПОДХОД

Аннотация. Проанализированы нормативно-правовые документы Украины, регулирующие вопросы определения профессионально-квалификационных требований к служащим и выяснено, что указанные документы устанавливают требования, что есть несистемными и могут быть применены к любой управленческой должности. Автором предложено, учитывая тенденции развития системы публичной службы, определять семь видов компетенций публичных служащих: политическая, правовая, экономическая, социальная, психологическая, управленческая, морально-этическая. Политическая компетентность и моральная легитимность предполагает понимание природы основных общественных функций и организационной структуры современного государства, принципов и форм демократии, характера взаимодействия между различными ветвями власти, роли политических партий в жизни общества. Правовая (юридическая) компетентность государственных служащих формируется в процессе базовой профессиональной подготовки, касающейся основных отраслей права и основывающейся на навыках ее профессионального применения в различных сферах деятельности. Экономическая компетентность дифференцируется в зависимости от специализации государственных служащих и в пределах общего для всех уровня должна включать оценку способности применять сравнительный анализ основных экономических концепций. Социологическая компетентность связана с осознанием государственных служащими концепции социальной структуры современного общества, ее динамики и влияния на политические и социально-экономические процессы. Психологическая компетентность является основанием для эффективных коммуникационных контактов, когда необходимо понимать людей, их интересы, мотивы и намерения, находить к ним индивидуальный подход. Управленческая компетентность включает знание методов управления, ценностно-ориентационное регулирование, комплексное управление трудовой мотивацией, развитие творческого потенциала и др.

Ключевые слова: публичная служба, публичный служащий, профессионально-квалификационные требования, должность, селекція, лідерство, личностные качества, политическая, экономическая, правовая, социальная, психологическая, нравственная, управленческая компетентности.

Statement of the problem. Formation of requirements to the future experts of the system of state services is an important issue for selection of professional staff of state employees. Today the laws and regulatory documents of Ukraine are formed, which regulate the professional qualification requirements for personnel for future state employees, at the same time these requirements are general and of comprehensive nature.

So, the research problem of formation of professional and qualification requirements for positions of state service is becoming actual, depending on the functional responsibilities considering the features of their performance and implementation of their official duties.

For the selection of personnel state employees the formation of professionally-qualifying requirements is of key importance, the better the requirements for certain specialists are defined, the more effective and efficient the arrangements on selection of state employees will be implemented. In the end, this will enable to quickly and efficiently generate professional personnel of state employees and to improve it constantly.

Analysis of recent researches and publications. Problems of professionalization, professionalism of personnel of the state service, service in bodies of local self-government, definition of professional qualification requirements for positions of state service and service in bodies of local self-government are analyzed by many Ukrainian and foreign scientists, politicians.

In particular, the problems of professionalism, defining professional qualification requirements for state employees

were analyzed in the works of V. Averianov, G. Atamanchuk, V. Bakumenko, Yu. Bytiak, S. Dubenko, N. Goncharuk, A. Melnyk, R. Naumenko, V. Obolenskyi, Yu. Odegov, O. Parkhomenko-Kutsevil, Yu. Rosenbaum, I. Surai, A. Turchynov, V. Chuguievskyi, S. Shekshnia, etc. These authors analyze the concepts of “professionalization”, “professionalism”, “professional staff of the state management system”, define professional-qualification characteristics important for state employees.

So, G. Atamanchuk analyzes the components of the system of professionalization of state employees. Professionalism, according to G. Atamanchuk, is a multifaceted phenomenon, in particular, it is the combination of education, self-development of a specialist, personal qualities, personal experience, willpower and the like. In addition, professionalism can be defined as the inner attitude of the specialist to work. The basic requirements that characterize the professionalization of a state employee (personal professionalism), consist of the performance of duties assigned by the state, through the presence of skills, experience, knowledge, and personal abilities [1].

A. Turchynov analyzes the requirements to a professional and professionalization of the individual of a state employee [2].

However, the problem of determining the professional qualification requirements for state employees in the system of implementation of the selection mechanisms is not analyzed.

The aim of the study is the methodological analysis of problems of formation of the qualification and professional requirements to state employees

as the basis of selection of personnel for state service in Ukraine.

Presentation of the basic material. New requirements to professional knowledge and the culture of conduct of state employees arise from the rapid development of science and technology, introduction of computer technologies, information processes in all spheres of state and public activities, industry, agriculture. Application of new scientific and technological achievements leads to a change in the nature of governance and requirements for qualification of employees, their knowledge and skills, requires understanding of the objectives and new methods of leadership, mastering the science of management, increase in office and general culture.

According to the Law of Ukraine "On state service" [3], adult citizens of Ukraine who are fluent in the state language and who have a high education degree not below those, that are stated below, have the right to state service:

1) master — for positions of categories "A" and "B";

2) bachelor, junior bachelor — for positions of category "C".

The person who aims to occupy the position of the state service should meet the following general requirements:

1) for positions of category "A" — total work experience of not less than seven years; experience in the positions of the civil service of categories "A" or "B" or in positions not lower than a head of departments in local government or experience in senior positions in relevant field for at least three years; fluency in the national language, command of a foreign language, which is one

of the official languages of the Council of Europe;

2) for positions of category "B" — in the state body whose jurisdiction covers the entire territory of Ukraine, and in its office — work experience on positions in the state service of categories "B" or "C" or experience of service in local government or experience in management positions of enterprises, institutions and organizations regardless of ownership for at least two years, fluency in the state language;

3) positions of category "B" in a state body whose jurisdiction extends to the territory of one or more regions, cities of Kyiv and Sevastopol, and in its bodies — work experience on positions in the civil service of categories "B" or "C" or experience of service in local government or experience in management positions of enterprises, institutions and organizations regardless of ownership for at least two years, fluency in state language;

4) positions of category "C" — education degree of a junior bachelor or a bachelor degree, fluency in state language [3].

Thus, the Law establishes general requirements for state employees, but does not specify requirements on accounting of public-administrative activity and specifics of work of the employees.

According to the Decree of the Cabinet of Ministers of Ukraine dated July 22, 2016 № 448 "On Approval of Standard requirements for persons who apply for occupation of positions in the civil service of a category "A" [4] special requirements to persons applying for the posts of category "A" include: firstly, knowledge of the legislation of

Ukraine; second, the presence of leadership skills (setting goals, priorities and objectives; strategic planning; ability to work with large amounts of information and the ability to perform multiple tasks; business negotiations; achievement of results); thirdly, the ability to make effective decisions (public policy analysis; necessary knowledge for the effective allocation and utilization of resources (including human, financial, material); fourth, communication and interaction (ability to implement effective communication and conduct public presentations; collaboration and building partnership; openness); fifth, the management of change; sixth, the organization administration and staff; seventh, personal competence (integrity, determination and insistence during decision-making; focus on service to society, protection of national interests; system thinking; innovativeness and impartiality; self-organization and self-development; ability to work in stressful situations); eighth, the management of public finances; the ninth, working with information [4].

These professional requirements were generated randomly and can suit any specialist who manages the enterprise, organization, institution. One of the main requirements to the employee is honesty, objectivity, consistency in activities and ability to plan activities of organizations, institutions, enterprises.

Now let's analyze the requirements for positions of the civil service of a category "B".

According to the order of the National Agency of Ukraine on Civil Service dated 06.04.2016 № 72 "On approval of the Procedure of determining special requirements for persons who

apply for occupation of positions in civil service of categories "B" and "C" [5] special requirements for persons who apply for occupation of positions in the state service of a category "B" include:

1. Leadership (performing business negotiations; the ability to justify one's own position; achievement of results).

2. Effective decision making (the ability to solve complex problems; provision of the rate of price and quality; efficient use of resources (including financial and material); analysis of government policies and planning measures for their implementation; ability to work with large amounts of information; ability to work in multi-tasking; setting goals, priorities and targets).

3. Communication and interaction (skills of effective communication and public speaking; collaboration and building partnership; openness).

4. Implementation of changes (the plan of changes; the ability to maintain the changes and work with the response; the ability to evaluate the effectiveness of implemented changes).

5. Management of organization of work and staff (organization and control of work; management of projects; management of quality service; ability to work in a team and to lead a team; motivation; evaluation and development of subordinates; ability to resolve conflicts).

6. Personal competence (analytical skills; discipline and consistency; innovation and creativity; self-organization and development orientation; diplomacy and flexibility; independence and initiative; service orientation; ability to work in stressful situations) [5].

However, these qualities are non-systemic and general. The concept of

“leadership” is considered from the point of view of communication competence, not as leadership. In addition there is no competent management staff, because the class “B” includes people that govern micro teams and personnel management skills are important.

The study will analyze the requirements for employment in the state service category.

In accordance with the above order the special requirements for persons who apply for occupation of positions in the state service of a category “C” include [5]:

1. Qualitative performance of set tasks (working with information; ability to work in multiple projects simultaneously; orientation on achieving results; ability to solve complex problems; ability to effectively use resources (including financial and material); ability to provide suggestions, to argue and present).

2. Teamwork and cooperation (ability to work in a team; ability to effectively coordinate with others; ability to provide feedback).

3. The perception of the changes (the plan of changes and improvements, the ability to accept change and to be changed).

4. Technical skills (the ability to use computer hardware and software, use of office equipment).

5. Personal competence (responsibility; consistency and independence in work; attention to details; persistence; creativity and initiative; focus on self-development; service orientation; ability to work in stressful situations) [5].

It should be noted that the requirements for positions of category “C” are

quite common. In addition, the ability to use technology is important for all state employees and should not be reflected in the requirements of the position. Today a state employee carries out activities in the global information society and if he is technically illiterate, can't even, for example, file an electronic declaration (which is a required document when submitting documents to the competition). However, the requirements do not contain ethical requirements, which are important for the formation of skills of state employees.

According to N. Volodina, the basic competencies in the management system are as follows [6]:

- corporate (or key) that are applicable to any position within the organization and are resulting from the values of the organization, recorded in the relevant documents: the strategy, the code of corporate ethics;

- management (or managerial) that are needed for a head to achieve business goals and are developed for employees engaged in management activities and having subordinates in linear and functional subordination;

- professional (or technical) competencies that apply only to a specific group of positions.

Analysis of the literature on the problems [1; 2; 7–11] of formation of professional-qualification requirements for state employees gives grounds to define 7 core competencies that should be tested during selection of state employees. They include the following competencies: political, legal, economic, social, psychological, managerial, ethical.

Political competence and moral legitimacy stipulates understanding of

the nature of basic societal functions and organizational structure of the modern state, principles and forms of democracy, the nature of the interaction between different branches of government, the role of political parties in society.

Legal (law) competence of state employees is formed during basic training, with regard to the main branches of law and is based on the skills of its professional application in different spheres of activities.

Economic competence is differentiated depending on the specialization of state employees and within general levels for everybody must include an assessment of ability to apply a comparative analysis of basic economic concepts [11; 2].

Sociological competence is associated with the awareness of state employees of the concept of social structure of modern society, its dynamics and influence on the political and socio-economic processes.

Psychological competence is the basis for effective communication contacts, when it is necessary to understand people, their interests, motives and intentions, to find individual approach to them.

Managerial competence includes knowledge of management, value-orientation regulation, integrated management of labor motivation, development of creative potential and the like.

According to Yu. Bytiak, morally-ethical aspect of representation by an official of the state or a public authority is important because under any circumstances, a state employee is a representative of the government. Each state body or institution is endowed with a

certain amount of competence of the authority that he (she) was entrusted by the government. The state in this case is considered as an abstraction, because the state can not consist of only one body, it is a mechanism, and therefore the representation of this mechanism is complicated and large. If we are talking about the performance by state employees of the state tasks and functions, it emphasizes the significance and role of state service in the state, the unity of state power, despite its division into separate branches of government, reflects the moral and ethical component of state service. The responsibility for the performance of duties and proper implementation of the rights of the state employee significantly grows when the employee feels that he/she is the representative of the state, moreover, that in a significant number of cases of legal duties coincide with the moral duties. The legal and moral duties are equally important and binding, but also legal duties are associated with the possibility of application of state coercive measures for non-compliance or improper execution [8, p. 31].

Conclusions. The study analyzed legal documents of Ukraine, which regulate the matter of determining the professional qualification requirements of employees and clarified that these documents set requirements that are non-systemic and can be applied to any managerial positions. The author suggests, given the trends of development of system of state service, to identify seven types of competences of the state employees: political, legal, economic, social, psychological, managerial, ethical. In the author's opinion, the existing regulations for defining special profes-

sional qualification requirements for state employees should encompass the requirements for the ethical conduct of employees and to determine key qualities of state employees – honesty, impartiality, consistency in activities.

Future researches should analyze the stages of assessment of competencies of state employees, as well as highlight the effective mechanisms of selection of state employees.

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GENESIS OF SCIENTIFIC CONCEPTS ABOUT PUBLIC ADMINISTRATION OF RISKS IN CONSTRUCTION

Abstract. The article presents the characteristic of the scientific genesis of public risk management in construction in Ukraine, in global and local dimensions. The essence of the working organization of risk management in the construction and operation of buildings, taking into account the transformational processes in society, is disclosed. On the basis of the analysis of risks in construction and taking into account the current realities, scientifically grounded approaches to the formation of the risk system in the construction and operation of facilities in the system of public administration. It is noted that the risks and crisis phenomena in the construction complex gave a powerful impetus to understanding the causes of the problems of decentralization and finding mechanisms for their elimination, in general. The trilateral mission of the state in the conditions of decentralization is the regulation of the macroeconomic role of the construction complex, the mechanism of economic relations of its participants, and ensuring the effectiveness of design decisions in the construction sector, by extending their competences on prevention and risk reduction in the construc-

tion industry by the local self-government bodies. To form a state decentralization policy for construction is required on the basis of knowledge of objective regional macro- and microeconomic investment-construction processes in cities, economic mechanism and indicators of development of investment-building complex and dynamics of social and economic development of regions. The mechanism of the construction complex needs to be improved, using new sources and forms of financing, achieving the balance of the goals of decentralization and its financial support. In addition, taking into account the European integration course of the announced reforms, the European understanding of the essence of risk management in construction during decentralization becomes of paramount importance. Therefore, further research requires the study of the experience of European countries in the implementation of risk management processes in construction during the decentralization of power and the analysis of foreign systems of management mechanisms, in the context of their implementation in the national practice of public administration.

Keywords: construction risks, public administration, risk management model in construction and operation of buildings.

ГЕНЕЗА НАУКОВИХ УЯВЛЕНЬ ПРО ДЕРЖАВНЕ УПРАВЛІННЯ РИЗИКАМИ У БУДІВНИЦТВІ

Анотація. Схарактеризована наукова генеза державного управління ризиками у будівництві в Україні, у глобальному та локальному вимірах. Розкрито сутність робочої організації управління ризиками у будівництві та експлуатації споруд, із урахуванням трансформаційних процесів у суспільстві. На основі аналізу ризиків у будівництві та з урахуванням сучасних реалій, науково обґрунтовано підходи щодо формування системи ризиків у будівництві та експлуатації споруд у системі державного управління. Відзначено, що ризики та кризові явища у будівельному комплексі дали могутній поштовх до осмислення причин виникнення проблем децентралізації та пошуку механізмів їх усунення в цілому. Триединою місією держави в умовах децентралізації є регулювання макроекономічної ролі будівельного комплексу, механізму економічних відносин його учасників і забезпечення ефективності проектних рішень у будівельній сфері шляхом розширення органами місцевого самоврядування своїх компетенцій з питань попередження і зниження ризику в будівництві. Формувати державну децентралізаційну політику щодо будівництва потрібно на основі пізнання об'єктивних регіональних макро- і мікроекономічних інвестиційно-будівельних процесів у містах, економічного механізму і показників розвитку інвестиційно-будівельного комплексу та динаміки соціального і економічного розвитку регіонів. Механізм будівельного комплексу необхідно вдосконалювати, задіявши нові джерела та форми фінансування, досягнувши балансу цілей децентралізації та її фінансового забезпечення. Крім того, зважаючи на євроінтеграційний курс проголошених реформ, особливого значення набуває європейське розуміння сутності управління ризиками у будівництві під час децентраліза-

ції. Тому подальші дослідження потребують вивчення досвіду європейських країн щодо здійснення процесів управління ризиками у будівництві під час децентралізації влади та аналізу зарубіжних систем механізмів управління у контексті впровадження їх у вітчизняну практику державно-управлінської діяльності.

Ключові слова: ризики у будівництві, державне управління, модель управління ризиками у будівництві та експлуатації споруд.

ГЕНЕЗИС НАУЧНЫХ ПРЕДСТАВЛЕНИЙ О ГОСУДАРСТВЕННОМ УПРАВЛЕНИИ РИСКАМИ В СТРОИТЕЛЬСТВЕ

Аннотация. Охарактеризован научный генезис государственного управления рисками в строительстве в Украине, в глобальном и локальном измерениях. Раскрыта сущность рабочей организации управления рисками в строительстве и эксплуатации сооружений с учетом трансформационных процессов в обществе. На основе анализа рисков в строительстве и с учетом современных реалий научно обоснованы подходы к формированию системы рисков в строительстве и эксплуатации сооружений в системе государственного управления. Отмечено, что риски и кризисные явления в строительном комплексе дали мощный толчок к осмыслению причин возникновения проблем децентрализации и поиска механизмов их устранения в целом. Триединой миссией государства в условиях децентрализации является регулирование макроэкономической роли строительного комплекса, механизма экономических отношений его участников и обеспечение эффективности проектных решений в строительной сфере путем расширения органами местного самоуправления своих компетенций по вопросам предупреждения и снижения риска в строительстве. Формировать государственную децентрализационную политику в отношении строительства нужно на основе познания объективных региональных макро- и микроэкономических инвестиционно-строительных процессов в городах, экономического механизма и показателей развития инвестиционно-строительного комплекса и динамики социального и экономического развития региона. Механизм строительного комплекса необходимо совершенствовать, задействовав новые источники и формы финансирования, достигнув баланса целей децентрализации и ее финансового обеспечения. Кроме того, учитывая евроинтеграционный курс провозглашенных реформ, особое значение приобретает европейское понимание сущности управления рисками в строительстве при децентрализации. Поэтому дальнейшие исследования требуют изучения опыта европейских стран по осуществлению процессов управления рисками в строительстве при децентрализации власти и анализа зарубежных систем механизмов управления в контексте внедрения их в отечественную практику государственно-управленческой деятельности.

Ключевые слова: риски в строительстве, государственное управление, модель управления рисками в строительстве и эксплуатации сооружений.

Problem statement. Construction is an industry that can have a significant amount of risks. In addition, an important role is assigned to the financial risks of the construction industry, arising as a result of unexpected changes in legislation and the economy. Given the length of investment and the capital construction strength, the risk may have a negative impact on the outcome. Risks are increasingly used to assess the impact of negative factors on the production of building materials and products [1]. This is due to the fact that the risk, as a quantitative description of the implementation of the crisis, can be used to assess the state of work conditions, economic losses, and the number of accidents.

Analysis of recent researches and publications. Some questions on the analysis of public risk management in construction that contribute to the development of the industry are dedicated to the work: V. B. Averianova, O. Yu. Amosova, A. H. Akhlamova, V. D. Bakumenko, V. M. Vakulenko, N. V. Hrytsiak, A. O. Dehtiar, V. V. Dorofiienko, A. M. Ivanytska, V. S. Kuybida, A. V. Merzliak, A. H. Mordvinova, T. V. Motrenko, A. M. Nepomniashchi, N. R. Nyzhnik, V. M. Oharenko, O. S. Povazhnyi, V. M. Oluik, V. M. Ryzhykh, I. V. Rozputenko, S. M. Seriohina, O. I. Chernysh and other.

The purpose of the article. Investigate the scientific origin of the processes of public risk management in construction and, on the basis of the conducted research and develop a model of state risk management in the construction and operation of facilities.

Presentation of the main material. State policy plays a decisive role in the development of construction all over the world, since it is the state which must control the main resource, where construction is impossible without the land. Analysing the experience of developed countries, we see that effective performance of the state's functions gives a powerful impetus to construction, at the same time, public authorities are often criticized for creating various barriers to its development. There are among them: administrative barriers, bureaucratic retrenchment, corruption and lack of transparency in the implementation of the main functions of the state, which directly affects the size of the construction market and the price of the objects, as the developers shift costs to overcome barriers to the final buyer. Lately, overseas, the main attention is paid to the issues of management of the construction industry, as one of the most important sectors of the economy.

The degree of development of state regulation of the economy is usually distinguished by two groups of countries: with the developed mechanism of state regulation of the economy as the states of Western Europe (Germany, France, the Netherlands, Scandinavian countries and Austria), as well as the countries of Asia (Japan, South Korea and China), which are developing rapidly, using the mechanism of macro-economic development, in the medium term in the scientific literature [2].

We can keep in mind that risk monitoring includes risk management throughout the life cycle of a construction project considering the management of the process of estimating the

probability and outcome of adverse events and phenomena in construction. Control over the risks of building quality provides management information to make effective decisions to the

occurrence of risky events at the same time. The author's model of the work organization of risk management in the construction and operation of structures is presented in the Fig. 1.

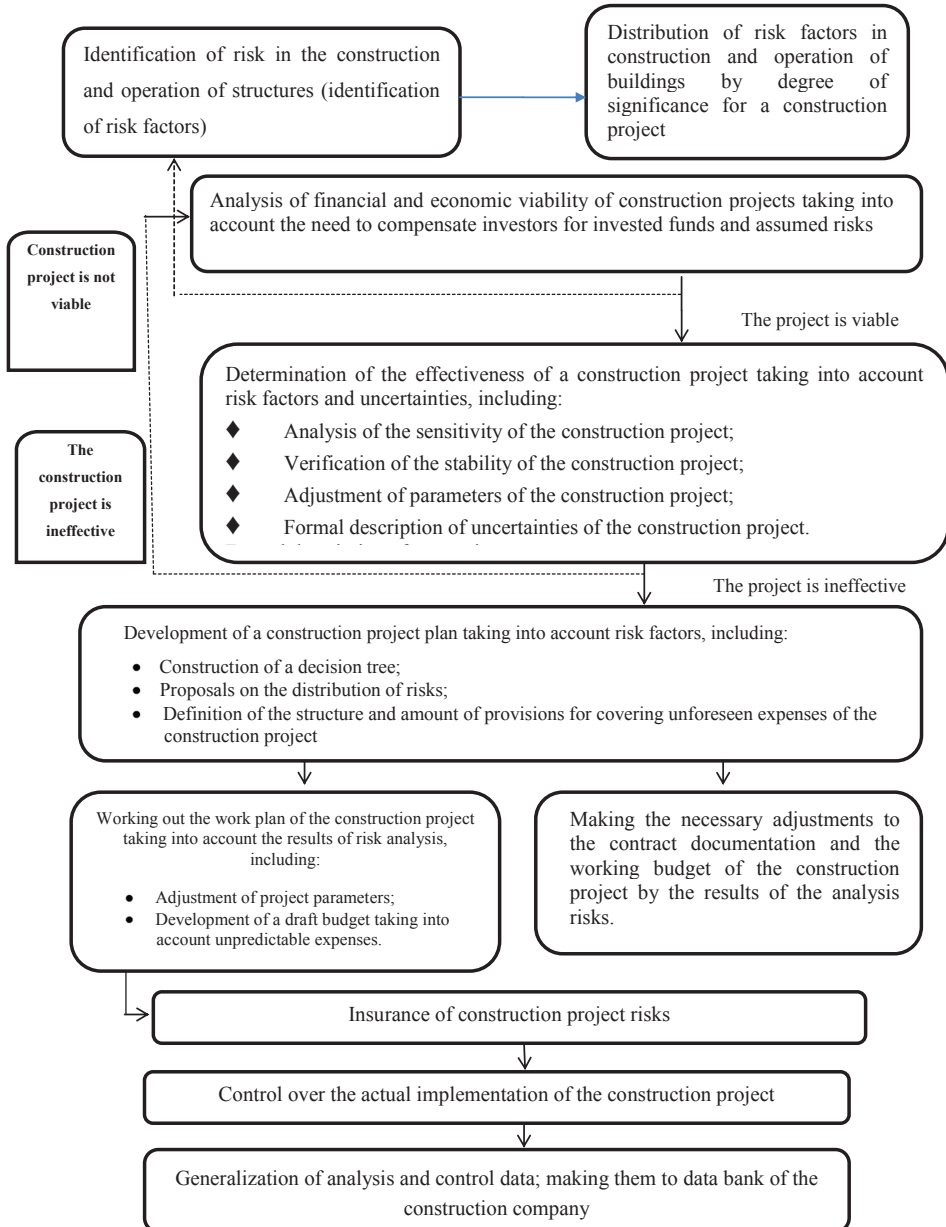


Fig. 1. Model of state risk management in construction and operation of buildings
Source: own author's development

The cumulative expression of the risk system in the construction and operation of structures in the system of public administration is its structure (Fig. 2).

It follows from the above structure that, depending on the causes, the building risks are classified into external, internal and other risks.

External building risks are classified in general theoretical terms as follows:

1. Unpredictable external risks:
 - Measures of state influence on such spheres as: taxes, pricing, land use, finance, loans and environmental protection.
 - Natural disasters (earthquakes, floods, other natural disasters).

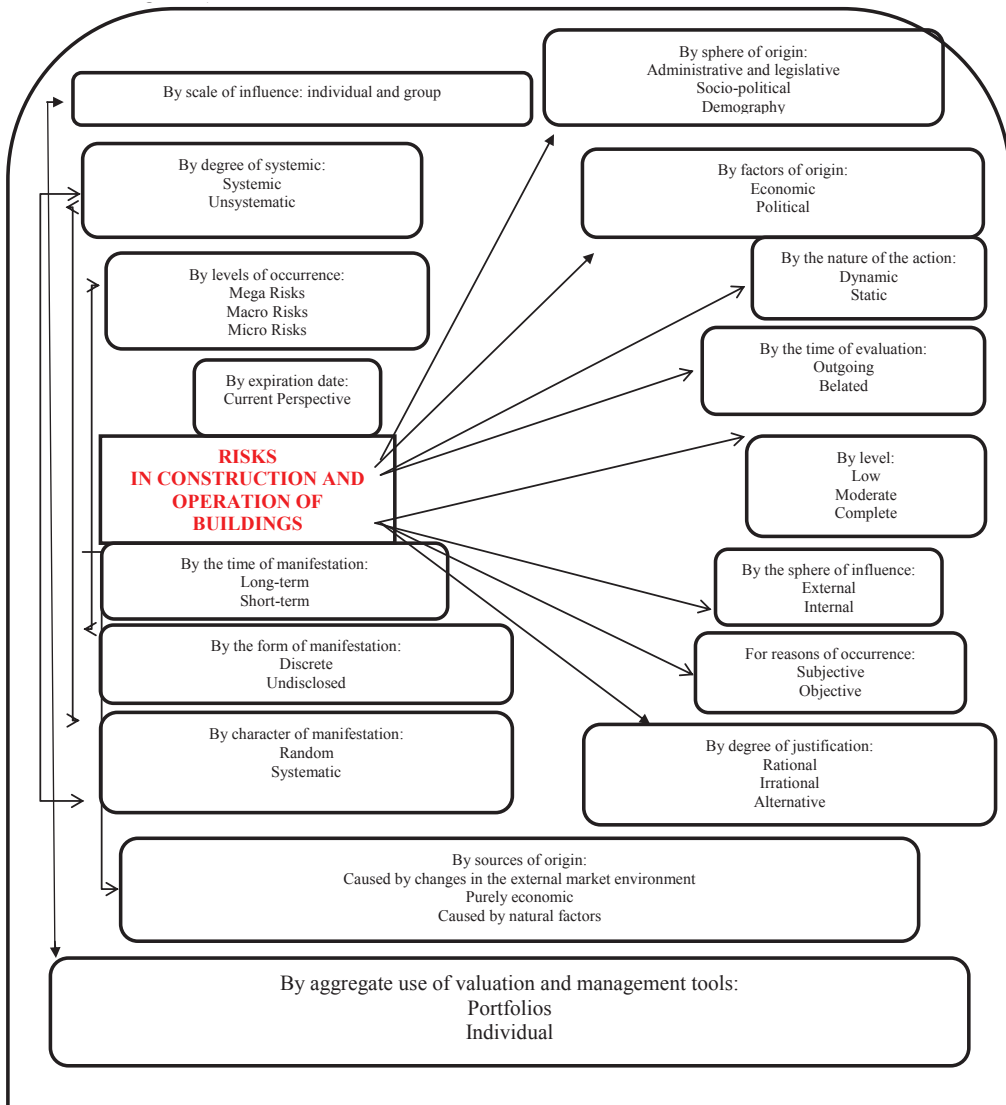


Fig. 2. General structures of risks in construction

Source: own author's development

- Criminal and economic crimes (terrorism, sabotage and racket, etc.);
 - External effects: policy (prohibition of activities), economy (supply interruption, bankruptcy of partners and clients), environment (accident) and social (strike), etc.
2. Expected external building risks:
- Market risk (changes in prices, exchange rates, consumer demand, market conditions, competition, and inflation, etc.) [3].
 - Operational risk (refusal of project objectives, operating rules and security violations, impossibility to maintain conditions of operation of objects and buildings, etc.).

Internal building risks are divided into:

1. The risk of internal organizations, namely:

- Shortcomings in work, lack of building materials, delays in the delivery of building materials, mistakes in planning and designing construction projects, improper functioning and management, changes in previously agreed requirements, emergence of additional requirements from customers and partners;
- Interruption of construction project work plan, low qualification of its developers, budget and estimated errors, inefficient supply and sale strategy, determination of complaints and complaints from partners, suppliers and consumers.

2. Internal technical building risks:

- Change in the technology of construction work, false technological solutions, errors in the design documentation, non-compliance with project standards and breakdown of equipment, etc. [4, p. 26].

Consequently, the preliminary definition of the type of risks and crisis phenomena in the construction complex gives a powerful impetus to the understanding of the causes of these problems and the search for mechanisms of government to eliminate them. The triune state mission, in the new market conditions, is the regulation of the macroeconomic role of the construction complex, the mechanism of economic relations of its participants, and ensuring the effectiveness of project decisions to minimize the risks in the construction sector.

The formation of a state policy on building management risk is based on knowledge of objective macro and microeconomic investment and construction processes, impact modeling, structure, economic mechanism and indicators of development of the investment-building complex and the dynamics of social and economic development.

Conclusions and prospects for further researches. The risks in construction are characterized by unexpected and sudden onset of dangerous situations in the context of this article. This is necessary for quick and decisive action to eliminate or reduce the effects of building dangers. Construction risk is an event that its manifestation is accidental and causes undesirable consequences for members of building relations. Regardless of the nature of

the risk, it may arise at several stages in the management of the construction process: risk control, including financial management for its insurance and risk financing, etc. It should be emphasized that, when analysing risks, it is necessary to make various calculations and to predict the possibility of loss of investment resources due to their occurrence. The prospects for further research are clarification of the above mentioned methodology in the part of data on the distribution of risks from construction risks and can be considered as an intermediate option for building an integral system of public risk management throughout the life cycle of a construction project only.

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IMPROVING MECHANISMS OF COOPERATION BETWEEN THE STATE BORDER SERVICE OF UKRAINE, PUBLIC ORGANISATIONS AND POPULATION

Abstract. The article highlights the author's approach to improving cooperation mechanisms of the State Border Service of Ukraine with public organizations and population. There has been analyzed public control as a means their cooperation and priorities of improving the cooperation, particularly, forms and methods of organizing citizens' feedback, introduction of the assessment procedure of the efficiency of the SBSU and population and public organization. There have been stated conceptual pillars of the public control development in the SBSU, developed by the author, including public control forms and resource provision. There has been considered a mechanism algorithm of the public participation in the development of the border administration through submitting

petitions or proposals concerning a legally enforceable enactment draft (or the legally enforceable enactment currently in force). There has been represented a mechanism model of discussing legally enforceable enactments and public petitions, developed by the author. It is noted that one of the mechanisms of interaction of the SBSU with the public is effective public control, which becomes an integral part of ensuring national security and political stability. The conditions of permanence of Ukraine's threats in the border area, and in certain areas and their exacerbation, along with further reforms of the institutes of Ukrainian statehood, cause the problem of establishing and implementing public control in the border area as an important and urgent one.

It is proved that public control is intended to determine the correctness of the military-force policy in the border area, the validity of the scale and optimality of the forms of activity of the border guards. In accordance with all this, in the subject area of public control should be: political decisions on issues of border security, including international agreements; the expediency and validity of government programs for the provision and reform of the border authorities of Ukraine, assessment of the effectiveness of these programs and the procedure for making changes to them.

Keywords: State border service of Ukraine, the public, public organizations, cooperation, co-working, public control.

УДОСКОНАЛЕННЯ МЕХАНІЗМІВ ВЗАЄМОДІЇ ДЕРЖАВНОЇ ПРИКОРДОННОЇ СЛУЖБИ УКРАЇНИ З ГРОМАДСЬКИМИ ОРГАНІЗАЦІЯМИ ТА НАСЕЛЕННЯМ

Анотація. Висвітлено авторський підхід до удосконалення механізмів взаємодії Державної прикордонної служби України з громадськими організаціями та населенням. Проаналізовано громадський контроль як один з механізмів їх взаємодії та пріоритетні напрями удосконалення взаємодії, зокрема, вдосконалення форм і методів організації зворотного зв'язку з громадянами, запровадження процедури оцінки ефективності взаємодії ДПСУ з населенням та громадськими організаціями. Викладено розроблені автором концептуальні засади розвитку громадського контролю у ДПСУ, у тому числі форми громадського контролю та його ресурсне забезпечення. Розглянуто алгоритм механізму участі громадськості в розвитку прикордонного відомства через подання петиції або пропозиції до проекту нормативно-правового акту (чи діючого нормативно-правового акту). Наведено розроблену автором модель механізму обговорення проектів нормативно-правових актів та громадських петицій. Відзначено, що одним з механізмів взаємодії ДПСУ з громадськістю є дієвий громадський контроль, що стає невід'ємною частиною забезпечення національної безпеки і політичної стабільності. Умови перманентності загроз України в прикордонному просторі, а на окремих напрямках і їх загострення, разом з подальшим реформуванням інститутів української державності обумовлюють проблему встановлення і здійснення громадського контролю в прикордонній сфері як важливу і невідкладну.

Доведено думку про те, що громадський контроль покликаний визначити правильність військово-силової політики в прикордонній сфері, обґрунтованість масштабів і оптимальність форм діяльності прикордонників. У відповідності з усім цим в предметній царині контролю громадськості мають перебувати: політичні рішення з питань прикордонної безпеки, включаючи міжнародні домовленості; доцільність і обґрунтованість урядових програм щодо забезпечення і реформування прикордонних органів України, оцінка результативності цих програм і порядок внесення до них змін.

Ключові слова: Державна прикордонна служба України, громадськість, громадські організації, взаємодія, співпраця, громадський контроль.

УСОВЕРШЕНСТВОВАНИЕ МЕХАНИЗМОВ ВЗАИМОДЕЙСТВИЯ ГОСУДАРСТВЕННОЙ ПОГРАНИЧНОЙ СЛУЖБЫ УКРАИНЫ С ОБЩЕСТВЕННЫМИ ОРГАНИЗАЦИЯМИ И НАСЕЛЕНИЕМ

Аннотация. Отражен авторский подход к усовершенствованию механизмов взаимодействия Государственной пограничной службы Украины с общественными организациями и населением. Проанализирован общественный контроль как один из механизмов их взаимодействия и приоритетные направления усовершенствования взаимодействия, в частности, совершенствование форм и методов организации обратной связи с гражданами, внедрение процедуры оценки эффективности взаимодействия ГПСУ с населением и общественными организациями. Изложены разработанные автором концептуальные принципы развития общественного контроля в ГПСУ, в том числе формы общественного контроля и его ресурсное обеспечение. Рассмотрен алгоритм механизма участия общественности в развитии пограничного ведомства через представление петиции или предложения к проекту нормативно-правового акта (или к действующему нормативно-правовому акту). Приведена разработанная автором модель механизма обсуждения проектов нормативно-правовых актов и общественных петиций.

Отмечено, что одним из механизмов взаимодействия ГПСУ с общественностью действенный общественный контроль становится неотъемлемой частью обеспечения национальной безопасности и политической стабильности. Условия перманентности угроз Украины в пограничном пространстве, а на отдельных направлениях и их обострения, вместе с последующим реформированием институтов украинской государственности обуславливают проблему установления и осуществления общественного контроля в пограничной сфере как важную и неотложную.

Доказано мнение о том, что общественный контроль призван определить правильность военно-силовой политики в пограничной сфере, обоснованность масштабів и оптимальность форм деятельности пограничников. В соответствии со всем этим в предметной области контроля общественности должны находиться: политические решения по вопросам пограничной безопасности, включая международные договоренности; целесообразность и обоснованность правительственных программ по обеспечению и реформи-

рованию пограничных органов Украины, оценка результативности этих программ и порядок внесения в них изменений.

Ключевые слова: Государственная пограничная служба Украины, общественность, общественные организации, взаимодействие, сотрудничество, общественный контроль.

Formulation of the problem. As a result of democratic transformations in Ukraine, the civil society and law-governed state formation, the issue of cooperation between the state authorities, particularly the State Border Service of Ukraine (hereinafter – SBSU) and the public becomes increasingly urgent. Primarily, it is cooperation of the SBSU with non-government public organizations, aimed at increasing the efficiency of performing tasks, imposed upon the SBSU. Efficiency of cooperation with the authorities depends on the public representatives, their aim and means of influencing the state authorities, conditions of drafting certain propositions for the authorities that can be developed exclusively system of experts in the appropriate sphere. Improving the cooperation mechanism is to contribute to the citizens' exercising their constitutional right to participate in the state affairs administration, simultaneously ensuring the public opinion being considered while drafting and organizing the SBSU decisions execution.

Analysis of recent researches and publications. Currently in Ukraine there has been done a lot of research concerning the theory and practice of the border administration activities, reflected at works by M. M. Lytvyn, V. M. Servatiuk, O. A. Binkovskyi, A. V. Makhniuk, P. A. Shysholin,

B. D. Trehubov, A. B. Kachynskyi, O. V. Ananyina, O. I. Kyrychenko, etc. Certain aspects of cooperation between the SBSU and the public, mainly of the border areas, have been considered at works by I. V. Kukin, O. V. Borovyk, R. M. Liaschuk, O. T. Berezenskyi, D. A. Kuprienko, V. A. Maliutkin, etc. The previous research results have been taken into account while processing the legally enforceable enactments, related to the border service activities organization.

However, the above mentioned scientists' works focus on the issue of ensuring the border safety as a constituent of the national security, issues of cooperation between the SBSU with the population were considered within the border areas, whereas cooperation with public organizations and population in general has not been considered at all.

Formulation of the objectives (purpose) article. The article is aimed at highlighting the author's opinion and reasoning of measures, targeted to improving mechanisms of the SBSU cooperation with public organizations and population.

Presentation of the basic material. The basis of the efficient system of the authorities and population cooperation, making it possible to make executive management decisions, is formed by

various forms of involving citizens into the administration processes, including those within the system of the SBSU subdivisions. First of all, it is permanent informing them on the subdivisions' intentions and activities, results-oriented exchange of thoughts between the appropriate structures, population, public organizations, well-organized feedback, allowing for citizens to permanently monitor the efficiency of the made decisions and actions. It is extremely important for the system of cooperation between the SBSU and the public to be based on the principles of social partnership and dialogue. The most important trends of cooperation between the SBSU and population are as follows: a public discussion of topical challenges; defining the public opinion about the plans, projects and decisions prior to their final making; involving the public to the decisions development and expertise; informing population systemically and in a timely manner about the made decisions and foreseen actions; guaranteeing the decision making procedure transparency; finding out social consequences of the made decisions realization with a special emphasis on the public opinion study, etc.

A mechanism of cooperation between the SBSU and the public is an efficient public control which is to become an integral part of ensuring the national security and political stability. The conditions of permanent threats in the border area of Ukraine, aggravated in certain segments, accompanied with the further reform of the Ukrainian sovereignty institutions result in an important and urgent challenge of establishing and exercising the public control in the border sphere.

The public control is aimed at defining the rightness of the military and power politics in the border sphere, reasoning the scope and optimality of border officers' activity. According to all that the public control target sphere shall cover: political decisions on the border safety issues, including international agreements; feasibility and rationale for the governmental programs of providing and reforming the border bodies of Ukraine, assessment of the programs efficiency and the procedure of amending them.

Within the *Concept of Facilitating the Public Society Development by the Executive Bodies* [1] realization in the SBSU there have been established the public control institutions (public formations) – the Public Council under the SBSU Administration, the SBSU amalgamated trade union, the Ukrainian retired border officers organization. Adopted on February, 26, 2016 the National Strategy of Facilitating the Public Society Development in Ukraine for 2016–2020 makes the issue of “...establishing efficient cooperation between the public and the state authorities, local government bodies in the form of partnership” [2] urgent.

However, theoretical inconsistency of the founding pillars of the public control formation in the border service, its fulfillment technologies, non-availability of the proper information basis cause the necessity of forming the conceptual basis of the instrument development, the studied sphere specificity being taken into account (Fig. 1).

Underestimation of the public control role in providing the border safety with statesmen and politicians, the

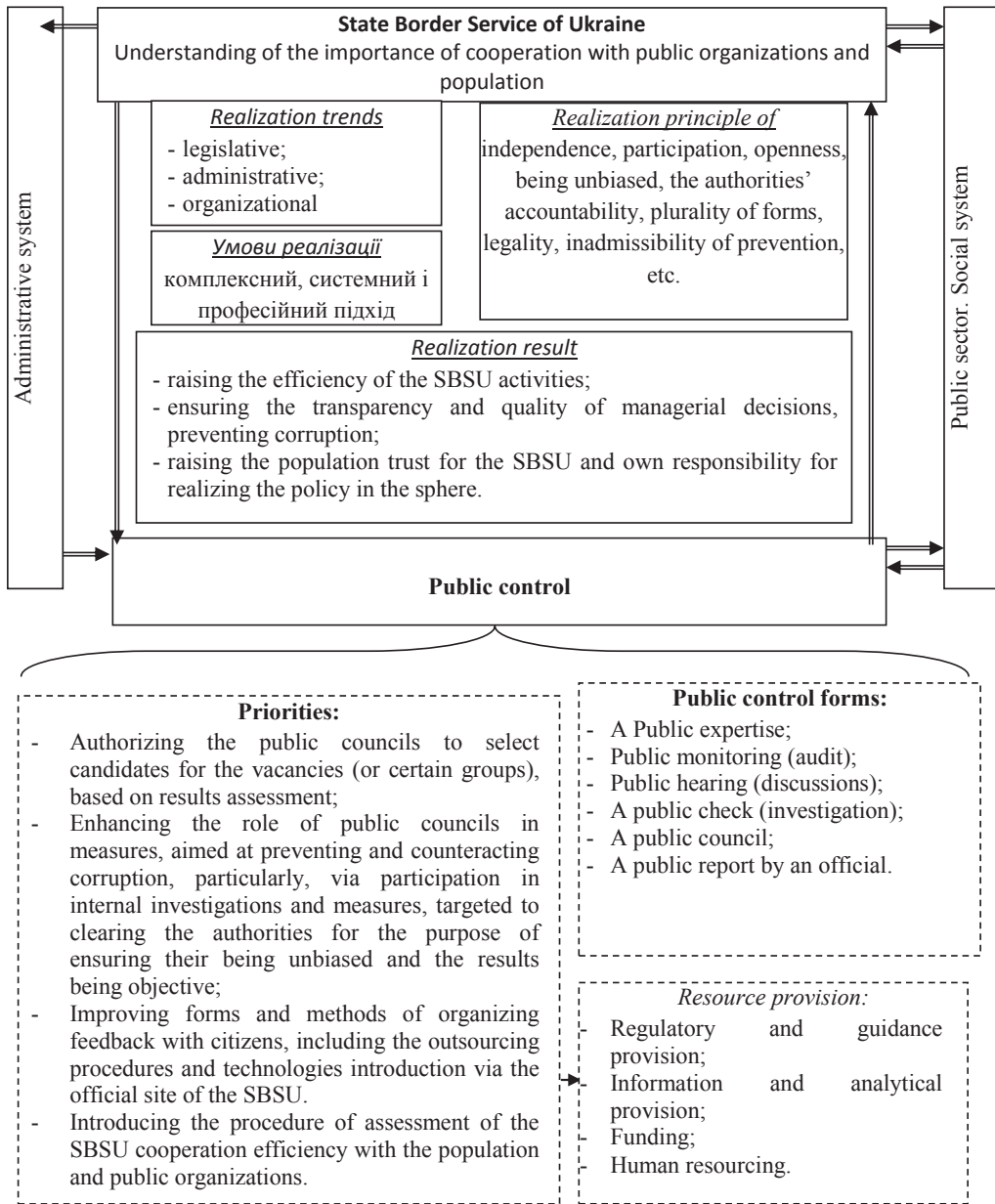


Fig. 1. Conceptual pillars of the public control development in the State Border Service of Ukraine

majority of the population of Ukraine, as well as with the border bodies' employees, offsets the idea of the power democratization, authorities and liabilities distribution between the parties. The above mentioned makes it neces-

sary to solve the issues of establishing a productive dialogue between the authorities and the public, taking into consideration all the democratic society standards, making the development of such priority trends urgent:

1. Authorizing the public councils to select candidates for the vacant positions (or certain groups), based on the assessment results (or an interview). Currently competitions are often held formally with no competitiveness and choice, as there is often a single candidate for the position [3, p. 183–184]. It is clear that a personal status of a SBSU officer is “ambiguous”, practically always embodied in such a person functioning simultaneously as a public and legal sphere officer and a serviceperson.

Thus, such a legal “ambiguity” influences the nature of public relations, being the subject of fundamental research in the sphere of state administration, legal deontology and administrative law. The most topical issue is their relation to phenomena of corruption, red tape or abuse of power. Resulting from this, participation in the SBSU staff formation via the procedure of a competitive selection is an important trend of cooperation between the public and the SBSU bodies.

Among the others, one can suggest such authorities of the public representatives as the right to: define the procedure of conducting an accreditation contest, test assignments, admission scores, physical training and shooting standards; participate in forming the SBSU territorial bodies accreditation committees staff; ensure the transparency of conducting the accreditation contest, including the provision for equal conditions for candidates and involvement of the public representatives into the accreditation process; interview candidates for the SBSU management positions; take part in dispute resolution.

2. Enhancing the role of public councils in taking measures, aimed at preventing and counteracting corruption, particularly, through providing with functions of conducting professional polygraph research (in case of an internal investigation, taking measures, targeted to clearing the authorities, as well as, if required, while selecting candidates for vacant positions) for the purpose of ensuring their being unbiased and the results being objective.

Currently the problem of large scale corruption is the most urgent challenge for both the state and the public society. Combining the interests of the state and of the public society means the necessity to delegate certain state functions to the public representatives. Corruption triggers citizens’ mistrust of the authorities, threatens economic and social progress of Ukraine, destroys traditional cultural and moral pillars of the society development, harms the spiritual vector of the social genesis, aggravates the ideological crisis, under the conditions of which our state is developing, affects the vital social institutions, one of which, undoubtedly, being the state service. Such a status quo creates prerequisites of the social tension emergence, provokes threats for the national state security, distorts the social morality, creates negative stereotypes concerning the state service, etc.

Due to the international liabilities the process of corruption counteraction in Ukraine is irreversible but its efficiency and scale will depend exclusively on the highest state authorities political will.

By virtue of the legislation of Ukraine, the public representatives can participate in forming and exercis-

ing the state policy in the sphere of the state border protection via membership in the Public Council under the SBSU, as well as participation in consultations, held by the SBSU for the purpose of discussing the legally enforceable enactment drafts. The public is also involved into other public measures, taken for the purpose of studying the public opinion on the SBSU certain activities. Thus, within the Public Council there have been established permanently functioning committees, one of which is the Committee on Corruption Prevention and Counteraction.

This very permanently functioning committee is able to efficiently facilitate the measures, aimed, first of all, at preventing corruption expressions, preventing the SBSU officials' involvement into illegal activities. An efficient form of corruption prevention is work with the staff, introduction of the SBSU officers' professional ethics standards. Currently individual prevention measures with the staff (including those while employing or conducting internal investigations) can be held for the purpose of preventing corruption and other administrative violations. Contributing to realization of the state and SBSU programs, targeted to corruption counteraction is presupposed to be the main committee tasks. The committee will also facilitate the public opinion consideration while forming and fulfilling the state policy, aimed at corruption counteraction.

However, a traditional approach to the activities of such a committee under the SBSU can be supplemented with a certain "innovative" constituent, related to the application of wide range capabilities of modern means of emo-

tional tension instrumental diagnostics (polygraphs). It is related to the ability to provide the public councils with the functions of involving experts (being directly stipulated by sub-clause b of clause 3.2 of the Provision on the Public Council under the SBSU Administration) [4] for the purpose of conducting professional polygraph research. The provision directly emphasizes the public council's right to involve employees of the executive authorities, the local government, representatives of both national and international expert and scientific organizations, enterprises, institutions and organizations (subject to their authorities' consent), as well as certain experts such as experts in polygraph research, that is feasible both in case of employment and internal investigation.

The aim of involving such experts by the public is conditioned by the wish to ensure the unbiased and objective result of the survey. Application of a polygraph is not directly prohibited by the law in Ukraine. However, an obstacle for introducing such a public participation mechanism is a practical unavailability of legally enforced enactments, governing polygraph application. At the same time combining the public society institutions and modern technological "innovations" is the guarantee of efficient introduction of the public control over the SBSU activities.

3. Improving forms and methods of organizing feedback with citizens, including introduction of crowd-sourcing procedures and technologies via the official site.

Studying the best foreign practices of cooperation of not only the state institutions but also business structures

with the public, we can suggest using the crowd-sourcing technologies. Crowd-sourcing means a transfer of certain production functions to an indefinite scope of persons, based on the public offer, not implying labor agreement conclusion. Herewith the collective intelligence and synergy of many people's cooperation are used. Crowd-sourcing makes it possible to aggregate information, experience, thoughts, forecasts, advantages and assessments. Certain crowd-sourcing technologies have already become traditional for the public management, including the SBSU: feedback (particularly, an electronic address), placing information at the service page at the social networks (e. g., facebook), online conferences, enabling to place questions and comments. However, we suggest expanding the scope of possibilities through the creation of certain new columns or adding the existing *Work with the Public* column with such constituents:

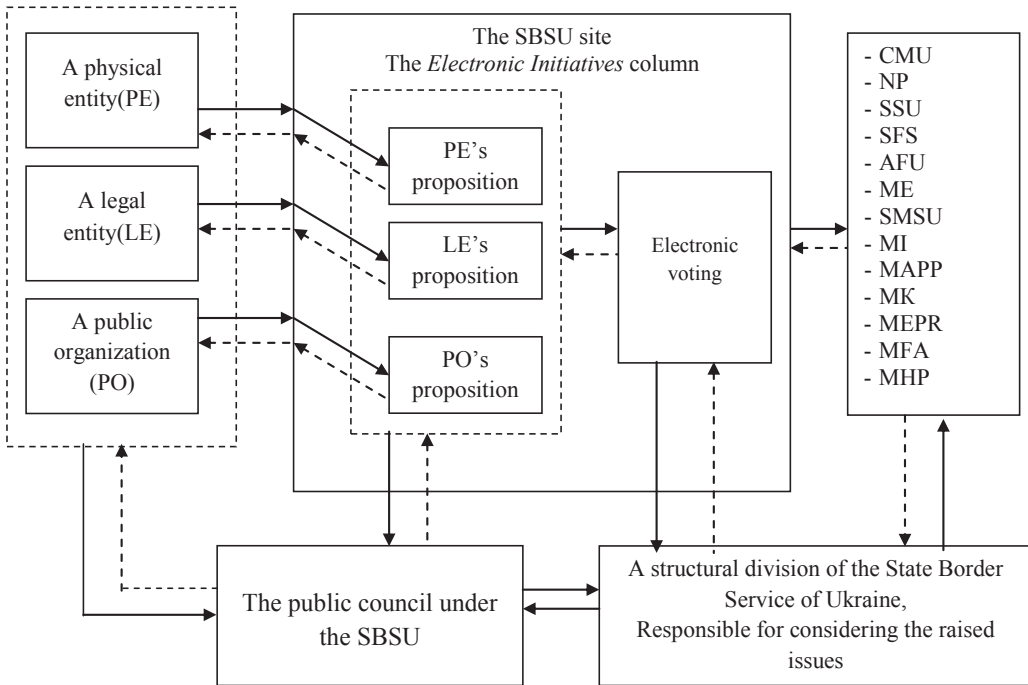
- Online discussion of drafts of legally enforced enactments in the electronic mode with a possibility to vote or with the help of expert evaluation;
- An electronic petition. If a collective address to the SBSU is supported by a great number of signers (the minimum number of votes is defined beforehand), it is considered by the petition addressee (by the public council and/or the appropriate structural division of the SBSU) as of high priority with a further public report;
- Creating a file sharing service with an access via the SBSU official site with a possibility to be uploaded by the public representatives and certain citizens (only registered users for the purpose of avoiding spam distribution and meet-

ing the demands of the legislation on citizens' addresses) with video files and photo images about the information along the frontier concerning vehicles and cargoes movement out of the border control, actions with features of misdemeanors committed by certain persons, or other data of the adjacent border areas, being of interest for ensuring the national security of Ukraine;

- Establishing a visualized base, containing a list of citizens of Ukraine, foreigners, stateless persons, whose activities would be of a socially dangerous character, being on the official wanted list by the relevant authorities of different states for the purpose of their identification and detention. Such information will be widely spread among the population, contributing to the efficiency of the persons' identification;
- Establishing a visualized base, containing information on the objects of artistic, historical, ethnographic and scientific significance (to be kept, reproduced and protected under the law and prohibited to be transferred outside Ukraine), having been or being likely to be illegally transferred across the state border.

A model of the mechanism of discussing drafts of legally enforced enactments and public petitions can be represented as follows (Fig. 2).

The crowd-sourcing technologies, aimed at improving the mechanism of the public participation in the development of the border security, will be of a social effect — they will activate the public activities in the sphere of developing a transparent effective dialogue between the public and the border service, making the process mutually responsible and mutually beneficial.



————— – feed-forward;
 - - - - - – feedback.

Fig. 2. The scheme of discussing drafts of legally enforceable enactments and public petitions

4. Introducing the procedure of assessing the efficiency of SBSU cooperation with public organizations and population. The system of the authorities and the population cooperation covers not only the forms, considered above and other institutional forms. The efficiency of the SBSU cooperation with the public shall become its integral part. Such an assessment subject can be the following issues: the population's attitude in general and different social strata's attitude to the made decisions; a degree and forms of people's participation in preparing and making decisions; a degree of awareness of various social strata of the made decisions, rapid information provision; people's readiness

to participate in decision and project realization, with such forms of participation as: the population's assessment of decision realization, efficiency of the taken measures; assessment of the SBSU bodies work style from the point of view of red tape elements and de-bureaucratism procedures availability; assessment of the degree of people's trust of the SBSU and its separate representatives as a generalizing criteria of attitude to their activities, etc.

Such an assessment can be made with the help of information technologies, particularly, via the appropriate column at the SBSU official site.

Conclusion. Thus, the conducted research enables to study the experi-

ence of the public participation, to reproduce on its basis the existing mechanisms and models of the process, to work out propositions, facilitating the formation of an efficient model of the SBSU cooperation with the civil society institutions. So, applying public program services will make it possible to ensure the SBSU rapid response to enquiries and needs of the population; to make the system and mechanism of exercising the powerful authorities more transparent and coordinated.

The prospective of the further research of the issue is the development of methodical approaches to the assessment of the efficiency of cooperation between the SBSU and the public authorities.

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WAYS TOWARDS ADVANCED AUTOMATIC MEASURES TO PREVENT VAT EVASION

Abstract. This paper intends to bring a view on possible measures, which the Cabinet of Ministers and Finance Department of Ukraine are authorized to implement. These measures concern introducing new criteria for evaluating the level of risks, sufficient for stopping a registration of tax invoices/adjustment calculations, depending on a kind of the stated goods' issue. Both the criteria and implementation of those are based on the information, received from an automated VAT payers' inventory accounting system, necessary for creation as a component of VAT electronic administration system. The paper brings a view on measures, intended to automate a process of reviewing tax payers' written explanations by the SFS committee, established in accord to FDU's order # 566 on 13.06.2017. In addition, some automatic measures to prevent realizing the "twisting" operations have been proposed in the paper. It was noted that the procedure for stopping the registration of risky tax invoices was introduced as a means of automatically preventing such a widespread VAT avoidance scheme as a "twist" for all goods, and not just for fuel. In this article, under the risky tax billing/adjustment calculations, it is proposed to understand such tax invoices/adjustments calculations that satisfy the approved criteria of the Ministry of Finance

to assess the degree of risk sufficient to stop their registration. It is noted that the principle of indiscretion has already been established in Ukraine. It is established prematurely, since it is not yet backed up by effective automatic measures to prevent VAT deviations. The real implementation of this principle is one of the key points in improving the investment climate and implementing economic reforms in Ukraine. It will sharply increase the level of freedom of doing business in Ukraine, will open the way for an automatic VAT refund procedure and deprive enterprises of unreasonable checks that are carried out in connection with the detection of tax breaches by their counterparties (and, more often, counteragents of their counterparties).

Keywords: stoppage of tax invoice registration, electronic governance.

НАПРЯМИ УДОСКОНАЛЕННЯ АВТОМАТИЧНИХ ЗАХОДІВ ПОПЕРЕДЖЕННЯ УХИЛЕНЬ ВІД СПЛАТИ ПДВ

Анотація. Викладені можливі заходи, на встановлення яких уповноважений Кабінет Міністрів та Міністерство Фінансів України. Ці заходи стосуються впровадження нових критеріїв оцінки ступеня ризиків, достатніх для зупинення реєстрації податкових накладних/розрахунків коригування залежно від виду походження товарів, вказаних в них. Критерії та їх запровадження засновані на інформації, отримуваній із автоматизованої системи обліку товарних запасів платників ПДВ, яку необхідно створити як складову системи електронного адміністрування ПДВ. У статті викладені заходи, спрямовані на автоматизацію процедури розгляду письмових пояснень платників податку комісією ДФС, створеною згідно з наказом МФУ від 13.06.2017 р. за № 566. Крім того, в статті запропоновано автоматичні заходи попередження здійснення операцій “скрутки”. Відзначено, що процедура зупинки реєстрації ризикованих податкових накладних була запроваджена як засіб автоматичного попередження такої розповсюдженої схеми ухилення від сплати ПДВ, як “скрутка”, для всіх товарів, а не тільки для пального. В цій статті під ризикованими податковими накладними/розрахунками коригування запропоновано розуміти такі податкові накладні/розрахунки коригування, які задовольняють затвердженим Мінфіном критеріям оцінки ступеня ризиків достатніх для зупинення їх реєстрації. Зауважено, що принцип беззаперечності вже встановлений в Україні. Він встановлений передчасно, оскільки ще не підкріплений ефективними автоматичними заходами попередження ухилень від сплати ПДВ. Реальне запровадження цього принципу є одним із ключових моментів покращення інвестиційного клімату та здійснення економічних реформ в Україні. Воно різко підвищить рівень свободи ведення бізнесу в Україні, відкриє шлях до встановлення автоматичної процедури повернення ПДВ та позбавить підприємства від необґрунтованих перевірок, які здійснюються у зв’язку з виявленням податкових порушень їх контрагентів (а частіше, контрагентів їх контрагентів).

Ключові слова: зупинка реєстрації податкових накладних, електронне врядування.

ПУТИ СОВЕРШЕНСТВОВАНИЯ АВТОМАТИЧЕСКИХ МЕТОДОВ ПРЕДУПРЕЖДЕНИЯ УКЛОНЕНИЙ ОТ УПЛАТЫ НДС

Аннотация. Изложены возможные меры, на установление которых уполномочены Кабинет Министров и Министерство финансов Украины. Эти меры касаются внедрения новых критериев оценки степени рисков, достаточных для останковки регистрации налоговых накладных/расчетов корректировки в зависимости от вида происхождения товаров, указанных в них. Критерии и их внедрение основаны на информации, получаемой из автоматизированной системы учета товарных запасов плательщиков НДС, которую необходимо создать как составную часть системы электронного администрирования НДС. В статье изложены меры, направленные на автоматизацию процедуры рассмотрения письменных объяснений налогоплательщиков комиссией ДФС, созданной согласно приказу МФУ от 13.06.2017 № 566. Кроме того, в статье предложены автоматические меры предупреждения осуществления операций “скрутки”. Отмечено, что процедура останковки регистрации рискованных налоговых накладных была введена как средство автоматического предупреждения такой распространенной схемы уклонения от уплаты НДС, как “скрутка”, для всех товаров, а не только для горючего. В этой статье под рискованными налоговыми накладными/расчетами корректировки предложено понимать такие налоговые накладные/расчеты корректировки, которые удовлетворяют утвержденным Минфином критериям оценки степени рисков достаточных для останковки их регистрации. Акцентируется, что принцип бесприкословности уже установлен в Украине. Он установлен преждевременно, поскольку еще не подкреплен эффективными автоматическими мерами предупреждения уклонений от уплаты НДС. Реальное внедрение этого принципа является одним из ключевых моментов улучшения инвестиционного климата и осуществления экономических реформ в Украине, что резко повысит уровень свободы ведения бизнеса в Украине, откроет путь к установлению автоматической процедуры возврата НДС и избавит предприятия от необоснованных проверок, осуществляемых в связи с выявлением налоговых нарушений их контрагентов (а чаще, контрагентов их контрагентов).

Ключевые слова: останковка регистрации налоговых накладных, электронное государственное управление.

Target setting. One of the key mechanisms for distorting the economic proportions in Ukraine is the violation of the national legislation in terms of VAT. From 01.07.2017, as one of the methods of combating tax offenses, the procedure for automatic monitoring of tax invoices and the stopping of their

registration was introduced. The first months of such monitoring showed its imperfection. At present, an attempt is being made to improve the monitoring mechanism by various authorities: the Verkhovna Rada is preparing amendments to the laws regulating the monitoring of tax bills, the Cabinet of Mi-

nisters and the Ministry of Finance are preparing amendments to the monitoring procedure. All these attempts relate to the legal aspects of this case. Therefore, now there is a need for a scientific analysis of the procedure for monitoring tax invoices in terms of information and economic aspects.

Analysis of recent research and publications. Problems of automation of tax control were investigated by many authors. First of all, note the monograph M. I. Melnik and I. V. Leschukh [1], where the current state of the problems of tax control automation in Ukraine is most fully considered and numerous bibliographies on this topic are provided. All these publications are devoted to problems of automatic detection of business entities that violate tax legislation.

The purpose of the article is to study, define and justify the ways of improving such a mechanism for monitoring tax bills, which will help to make tax breaches either economically unprofitable or impossible. The final result of such research should be the development of automatic mechanisms for preventing tax offenses, which will replace the mechanisms for their automatic detection.

The statement of basic materials. From 2015, Ukraine has chosen to set the automatic prevention of evasion from payment of VAT in addressing the issue of evasion from payment of VAT. The end result of such reforms should be the rejection of the principle of joint responsibility of the buyer and seller for the evasion of payment of VAT and the real introduction of the principle of indisputability of the tax credit. Note, that the principle of indisputability has

already been established in Ukraine [2, p. 3 cl. 201.10 art. 201]. According to the author, it is set precociously, since it is not backed up by effective automatic measures to prevent evasion from payment of VAT.

The real implementation of this principle is one of the key points in improving the investment climate and implementing economic reforms in Ukraine. It will sharply increase the level of easiness of doing business in Ukraine, will open the way for an automatic VAT refund procedure and deprive enterprises from unreasonable checks that are carried out in connection with the detection of tax breaches by their counterparties (and, more often, counterparties of their counterparties).

The history of setting up automatic measures to prevent evasion from payment of VAT has not yet been completed, and so far, it consists of three important steps, that set the direction of development in this matter.

The first step was taken on 01.07.2015 [3, cl. 48]. An electronic system for administering VAT was introduced, which made it impossible to register fictitious tax invoices (fake bills refer to such invoices, for which the corresponding tax obligations are not paid to the budget). Note, that in the EU, so far, non-payment of VAT by taxpayers (output tax) is widespread. In particular, such non-payment is the basis of the “carousel” scheme.

After this first step, there was an exhaustive list of possible offenses. All of them are based on the purchase of documents for a product, that is not actually available (it was sold for cash, in violation of the rules of using payment

transaction registrars, without reflecting in the seller's accounting) and use of the tax credit accrued for these or other purposes. Here is a list of such goals.

1. For the simultaneous sale of documents for virtually absent other product (this type of offense is called "twist" (goods)[5]);

2. For fictitious (unreal) delivery of services;

3. To reduce own tax liabilities;

4. To receive a budget reimbursement (an analogue of the Carousel scheme circulated in the EU countries).

The second important step was taken on March 1, 2016 [6, p. 58, section I]. An electronic fuel injection administration system was introduced, which, in addition to administering the excise tax, made it impossible to "twist" operations with fuel. This system is based on inventory accounting of fuels, which the registered payer of the excise tax on fuel received from another registered payer (or imported into the customs territory of Ukraine) and has not yet been written off from the balance sheet. This system has led to the fact that the operation of fuel twisting will result in the automatic occurrence of excise tax obligations (the impossibility of realizing any quantity of fuel of unknown origin without additional excise duty obligations).

The third important step was taken on 01.07.2017 [7–9]. The procedure for stopping the registration of risky tax invoices (hereinafter – stopping procedure) was established. This procedure has been introduced as a means of automatically preventing of such a widespread scheme of evasion from payment of VAT as "twist" for all goods, and not just for fuel. Unlike the first two suc-

cessful steps, this step was unsuccessful, as it has a number of significant drawbacks listed below:

1. The stopping procedure does not prevent the fictitious supply of services and other major VAT evasion transactions, that are carried out by purchasing a fictitious tax credit (purchasing documents for goods with a VAT charge without a real purchase of goods);

2. The system of electronic administration of VAT is configured in such a way that, in addition to the "twist" operations, it considers doubts as to the fairly large volume of operations of law-abiding VAT payers (for example, it considers as "twist" the sale by the producer finished goods, since the producer sells not the product, that he has purchased (raw materials); the same applies to operations for obtaining a prepayment for one commodity with the simultaneous implementation of a prepayment for another commodity which the system also considers as "twist");

3. The system of electronic administration of VAT is configured in such a way, that it captures all the twist operations, but only stops the violation in large volumes.

The first lack leads to the fact, that the principle of indisputability of the received tax credit began actively using by violators of tax legislation, carrying out fake supplies of services, since according to this principle it is impossible to bring the perpetrator of counterparty to justice.

The second lack leads to the fact that, in addition to automatic stopping of registration of doubtful tax invoices, it is necessary to establish a separate

procedure for registration of suspended tax invoices (or refusals to register them), which should not be carried out automatically (with the participation of a large number of employees of the SFS). At the present time, especially the lack of the number of SFS employees who must implement the procedure for registration of suspended tax invoices, led to the appearance of the Draft Law № 7115 dated 15.09.17. The draft Law abolishes the automatic stop of the procedure and the principle of indisputability of the received tax credit (p. 571.7 of the Draft Law).

The third lack has led to the perpetrators learning quickly to avoid stopping the registration of tax invoices (offending firms simply reduced their monthly volumes and, at the same time, offenders increased the number of firms).

The presence of the above mentioned lacks led to The Verkhovna Rada of Ukraine having amended the Tax Code of Ukraine 06.12.2017 in which the article 201.16 was recited in new version under which the stoppage of tax invoice registration should be performed in the course and on the grounds developed by Cabinet of Ministers of Ukraine [10]. Thus, the problem of creating automated measures of prevention has become contemporary most important.

In the paper [11], the author proposed the introduction of the new electronic system for administering VAT, with the help of which in the automatic mode, will be warned almost all of the above schemes of evasion from VAT. The proposed system is based on the same principle as the system of electronic administration of fuel sales — on

the automatic accounting of inventories of goods, received by the taxpayer from another VAT payer or imported to the customs territory of Ukraine and have not yet written off from the balance sheet (hereinafter — automatic inventory accounting)

The main advantage of the proposed new system of measures for preventing of evasion from payment of VAT is that it can be based on the same software as the current system of monitoring of tax invoices, used in the procedure for stopping their registration. The introduction of the new system of measures requires changes to the legislation regarding the obligations and rules for tax payer of VAT (in detail [11], it is described in detail, that these changes consist of 20 measures and are implemented in three stages).

In this article, measures are taken at the first stage of the implementation of such a system, which are somewhat different from the similar measures outlined in the paper [11]. The main cancellation of the measures outlined in the article is that their implementation is possible within the competence of the Cabinet of Ministers and the Ministry of Finance of Ukraine and does not require changes to the Tax Code of Ukraine.

1. Proposals for changing the form of tax invoices/calculations of correction and the order of their filling in the first stage of the formation of an automated accounting system for inventories of VAT payers.

In this part, the ways of creating the automatic accounting system for inventories of VAT payers will be considered. The solution of this task is possible. It was shown in the paper [11]. Note, that

such accounting system is based on the system of electronic administration of **fuel sales** (SEA of FS).

As already noted in the introductory part, the procedure for stopping the registration of risky tax invoices (hereinafter referred to as the stopping procedure) was introduced as a means of automatically preventing such a widespread scheme of evasion from payment of VAT as a “twist” for all goods, and not just for fuel. In this article, under the risky tax invoices/ calculations of correction (hereinafter – TI/CC) considered such TI/ CC, which satisfy the criteria approved by the Ministry of Finance to *assess the degree of risk sufficient to stop their registration (hereinafter – Criteria)*. Operation of “twist” of goods schematically outlined in the paper [11].

In the language of demand and supply, the scheme of “twist” can be described as follows. In Firm F3, there is a need to implement with a minimum tax burden of goods of unknown origin, which it acquired in the shadow market for cash, without reflecting it in accounting. At Firms F1, in turn, there is a need for a write-off from the balance of the officially acquired product, which it actually has already realized for cash and which is actually no longer on the balance sheet. The firm F2 satisfy the needs of both firms, having provided documents for the desired product to the Firm F3 and acquiring documents on the actual absence in the balance sheet of the company F1 goods. Thus, the needs of both firms are satisfied. In this case, each of the three firms will have to pay VAT to the budget only from a certain minimum percentage of turnover.

According to the author, the software for monitoring of the TI/CC is not the basis for the shortcomings of the stopping procedure. It has information that is analyzed during monitoring – the system should analyze somewhat different data set, presented in the TI/CC of VAT payers. The main reason is that the SEA of VAT does not distinguish, whether the VAT payer has received the goods, or he has only paid a prepayment of goods/services.

In this article, it will be proposed, that the stopping procedure will be based on the automatic accounting of VAT payers’ inventories. Under this accounting, have in mind, that the accounting of quantity (volume) of goods of the certain nomenclature (according to the first four digits of the code of the Ukrainian Foreign Ministry) and the certain unit of measurement.

In order to keep such records, the SFS bodies, according to the author, require additional information from the payers, the main thing – information about:

1. Had the VAT payer received the goods, or he only paid the prepayment of goods/services;
2. Are the commodity stocks used as a raw material for work, services, or other goods (including on tolling terms)?

According to the author, such accounting should be the basis for the development of new Criteria. The possibility of conducting such accounting was proved in the paper [11]. The possibility of gradual formation of such accounting was also proved. It is worth emphasizing, that creating conditions for obtaining information of the first

type is enough only at the expense of the normative acts of the Cabinet of Ministers and the Ministry of Finance of Ukraine. That is, the introduction of such accounting at the first stage is possible due to actions of only the Cabinet of Ministers and the Ministry of Finance. However, in order to create the conditions for obtaining information of the second type, changes will be necessary to the Tax Code of Ukraine, which imposes the creation of such conditions for the next stages of the formation of the necessary accounting system.

Let's formulate measures that, in our opinion, should be taken by the Cabinet of Ministers and the Ministry of Finance of Ukraine (in the framework of the powers granted to it, according to p. 201.2 art. 201 TCU) regarding the modification of the form and procedure for filling the TI/CC in the first stage of the formation of the automated system for accounting for inventories of VAT payers.

1. To supplement Section B of the form of the TI, approved by the order of the Ministry of Finance of 31.12.2015 № 1307, by the graph 3.4 with the conventional name "the type of goods, depending on the reasons for its acquisition". If the tax liability arises in connection with the receipt of the advance payment for the goods, this graph is not filled. Subsequently, this article will show that all goods that are in the customs territory of Ukraine on the balance of VAT payers, by their origin, can be classified into the 13 types. Thus, when shipping the goods, in this graph it is needed to put the corresponding code from 1 to 13, depending on the type of shipped goods. The line, in which the graph 3.4 is not filled, hereinafter

will be called as an "advance row". The row, in which the code is the type of the shipped product, hereinafter will be called as a "shipping row".

2. Similarly, add section B of the forms of the CC (Annex 2 to the form of the TI) by the graph 4.4 with the same conditional name.

3. For the case when the seller ships the goods after receiving a prepayment, to introduce mandatory compilation of the CC to TI, which was made in connection with the receipt of prepayment. In the revised row, the volumes of supply of goods that should have been put in the future are reduced (graph 13 of section B of the CC)¹. At the same time, one or several shipping rows are created in the CC, in which the volumes of supply of the good(s) that are already shipped (graph 13 of section B of the CC) are increasing. Note that in this way, when adjusting the one advance row of the TI, in the corresponding CC can be contained from two to 14 rows under the one number (one row is advanced, and the other – shipping). In the overwhelming majority, in the CC, there will be one advance and one shipping rows.

Measures 1–3 are the key proposition of our work.

The purpose of these changes is to make the information on the shipment of goods subject to VAT paid to the electronic database of the VAT administration system. The information about the type of goods shipped is necessary for the implementation of the new Criteria for monitoring of the TI/CC, drawn up in connection with

¹ This can be done either by changing the quantity of the product or its price.

the shipment of goods to be offered in the following sections of the article. According to the author, the monitoring of the TI/CC, made in connection with the receipt of prepayment is not necessary.

In addition, it is proposed to enable for VAT payers electronically inform the system of changes in the quantitative indicators of goods contained in them on the balance due to the change in their unit of measurement.

As a result of these measures, the SEA of VAT will allow the VAT payer to automatically record stockpiles of goods that they have either received from other VAT payers or imported into the customs territory of Ukraine, and have not yet been shipped to another country (hereinafter – automatic inventory accounting).

Note, that the Cabinet of Ministers and the Ministry of Finance does not have the authority to introduce special sanctions for failure by VAT payers the mentioned above measures. Moreover, the introduction of these measures will significantly increase the workload for accounting by VAT payers. But despite the possibility of non-fulfillment of the above-mentioned measures, the VAT payers will be interested in their implementation, since it will be further shown that the new criteria for detecting of the risky TI/CC in the work below will be such, that the recipient of the goods will be forced to inform the SEA of VAT on the fact, that the goods available in its stocks were indeed received from other VAT payers. The seller of the goods, in turn, will be interested in the correct indication of the code of the type of the shipped goods to reduce the risk of stopping his TI/CC.

2. Measures for the ranking of the shipped goods, depending on the grounds of their origin.

Simultaneously with the changes to the form of the TI/CC, it is proposed to enter the registration of producers of goods in the SFS bodies. Within the framework of these proposals, voluntary registration of manufacturers of goods is foreseen under a special application (for each type of goods according to the UKT ZED code, including the nomenclature of wastes that arise on a permanent basis as a result of their activities), which, in the first order, specifies the table of data of the VAT payer, according to the annex to the Order of the Ministry of Finance from 13.06.2017 № 567, as well as other data, the full list of which is indicated in the work [11, p. 29]. In addition, it is proposed that such producers should be able to provide information in electronic form about shipped goods made from customer's raw materials to the SFS authorities. This document will indicate the nomenclature, the unit of measurement and the quantity (volume) of the shipped goods according to the rules for indicating similar information in the tax invoices. After the introduction of such measures, all goods that are in the customs territory of Ukraine on the balance of VAT payers, on the basis of their origin can be classified as follows:

1. produced directly by the taxpayer, which is registered by the manufacturer of this nomenclature of goods;
2. made by the registered producer of this nomenclature of goods from the customer's raw materials of the VAT payer (who is the first owner of the goods), provided that the manufacturer informed the SEA of VAT about this;

3. waste of economic activity of the taxpayer, which is registered by the producer of the goods (services);

4. produced directly by the taxpayer, which is not registered by the manufacturer of this product;

5. made from the customer's raw materials of the VAT payer (who is the first owner of the goods) by the person who is either not registered with the manufacturer of this nomenclature of goods or did not inform the SEA of VAT on the shipment of such goods;

6. waste of economic activity of the taxpayer, which is not registered by the producer of the goods (services);

7. received from other VAT payers after ____ 20__². (subject to registration by such TI/CC payers, which specify the fact of shipment of the goods, or the availability of other documents, which, according to p. 201.11 p. 201, is the basis for calculating tax amounts, related to a tax credit without obtaining a tax invoice);

8. received from other VAT payers after ____ 20__² without registration by them of the TI/CC, in which the fact of the shipment of goods (in the presence of documents, confirming the acquisition of these goods)³;

9. acquiring by the person before the moment of its registration by the VAT payer (if there are documents, confirming the acquisition of these goods);

10. Acquiring by the tax payer before ____ 20__² (if there are docu-

ments, confirming the acquisition of these goods);

11. Receiving from the non-payers of VAT after ____ 20__² (if there are documents, confirming the acquisition of these goods);

12. imported by the taxpayer to the customs territory of Ukraine after ____ 20__²;

13. all other goods for which there are no documents, confirming their acquisition from other persons⁴.

Such a list of types of goods, depending on their origin, is exhaustive. *In the first stage of the formation of the automatic inventory accounting system, the SEA of VAT will only account the goods of types 2, 7 and 12.*

All goods, in their turn, in terms of the risk of possibility of conducting the "twists" operation, can be classified for products with no risk (1); goods with low (2), goods with middle (3) and goods with high-risk degree (4). Combining both classifications it comes that in the degree of risk, the types of goods are groups of types of goods on the basis of acquisition. In such case:

1. Category 1 belongs to goods of types 2, 7 and 12, since, after introducing of accounting of the inventory of payers in the system, it will identify all facts of shipment of goods to volumes larger than the available stocks of these goods on the balance of the payer;

2. The second group includes goods of types 1 and 3, since the purchase of fictitious goods as raw materials for further fictitious production of finished products is widespread among manufacturers;

² The date from which the changes to the legislation proposed in this article come into force must be set.

³ Including, in the case of receiving goods without the consent of its owner when charging them.

⁴ Including finds, treasures, goods acquired by prescription.

3. Group 3 includes products of types 9 and 10;

4. The fourth group includes goods of types 4, 5, 8, 11 and 13;

Products of the 6th type can be both moderate and highly risky. Everything depends on the grounds for acquiring liquidated goods (from which waste is generated).

3. New criteria for assigning the TI/CC to the category of risky and automat-ing their verification, depending on the type of origin of the shipped goods.

In this article, under the procedure for checking risky TI/CC is the procedure for registration or refusal to register the suspended TI/CC, which is carried out by the commission of the SFS, established in accordance with the order of the Ministry of Finance from 13.06.2017, № 566. The main proposal of this part of the article is establishment of the new Criteria for the TI/CC, depending on the type of shipped goods. In addition, suggestions are made for the automation of checking of the stopped TI/CC. Also, the identification of signs, that TI/CC is not monitored depending on the types of shipped goods.

At first, let's consider establishment of the Criteria for the TI/CC, drawn up as a result of shipment of goods of the type 12. It is proposed that all TI/CC of this type will be a subject to monitoring, including those TI/CC, which according to the current edition of the Order of the Ministry of Finance dated 13.06.17 № 567 (p. 5), are exempted from monitoring. It is suggested to consider as risky that TI/CC, in which the quantity of shipped goods does not correspond to the quantity of

goods, that are accounted in the SEA of VAT (the goods shipped more than they were imported into the customs territory of Ukraine). For a charitable VAT payer there are two possible reasons for assigning such TI/CC to a risky one:

1. Error in filling the TI/CC, especially in section 3.4 of Section B of the TI (graph 4.4 of the Section B of the CC);

2. Information on the import of goods, for some technical reasons, is not available in the SEA of VAT.

It is suggested to configure the software, with which the TI/CC are composed, so that it has the opportunity to receive information on the availability of goods of the type 12 (and types 2, 7) that are accounted in the SEA of VAT. Within the framework of the proposal, it is envisaged to indicate to the VAT payer that he may have made a mistake in assigning the shipped goods to the type 12 and informing him before registration of the TI/CC about possible threats to stop the registration of this TI/CC.

It is suggested that the procedure for stopping and checking the stopped TI/CC will be adjusted in such way, so that the VAT payer, upon receipt of such information, was interested not to register the problem TI/CC, or either to correct his own error, or to eliminate the reason that information on the import of the goods is not present in the SEA of VAT. *This principle will apply to the stopping procedure and checking of stopped TI/CC, drawn out due to the shipment of goods of all other types.*

If the VAT payer registers a problem TI/CC (which automatically falls under the risk rating criterion), the SEA of VAT stops the registration of this

TI/CC, and in electronic form sends to the taxpayer the amount of goods in this nomenclature, which is accounted for in the SEA of VAT as a commodity of type 12, from indicating the details of customs declarations, according to which this product was imported. Also, the system sends the details of the TI/CC, according to which the goods of this nomenclature have been shipped. The system provides the taxpayer with an offer to verify the correctness of filling the TI/CC and informs him, that he has the right not to apply for verification, and to register a new TI/CC without errors. In case of receiving from the payer the application for verification, the system asks the payer to provide:

1. All documents concerning the origin of the goods, which are indicated in the stopped TI/CC;

2. Documents sufficient to verify the real availability of inventories, recorded in the SEA of VAT. The requirement for such documents is a universal measure for the detection of the “twist” operations with goods of all other types. This is explained by the fact that at the entities, conducting the operation of the “twist”, the availability of inventories is not real, but fictitious. That means, they only have documents on the specified goods.

Note, that the stopping procedure, established by the legislation at the present time, does not focus on checking the actual availability of inventories.

If the taxpayer will provide all the documents correctly, but his only mistake will be the incorrect filling of the type of shipped goods in graph 3.4 of Section B of the TI (graph 4.4 of Section B of the CC), the commission itself either decides to register the TI/CC or

has the right to refuse the registration of such TI/CC, due to the fact, that the provided documents are not sufficient for the classification of the goods to the type 12 and thus are not sufficient for the decision of the Commission to register such TI/CC, in accordance with the Resolution of the Cabinet of Ministers of Ukraine dated 29.03.2017 № 190. Note, that in the vast majority of cases the information provided by the taxpayer is the basis for carrying out unscheduled inspections of its activities.

The establishment of the Criteria for TI/CC, drawn up as a result of shipment of the goods of the type 2 and 7, and the procedure for their verification, is proposed to be similar to the goods of the type 12, since the excess of volumes of the shipped goods of these types correspond to the volumes, that are accounted in the SEA of VAT, as well as in the previous case, is only possible as a result of incorrectly filling in graph 3.4 (4.4) of the TI (CC) or a technical error in the SEA of VAT. It is proposed that all the TI/ CC with products of this type should be monitored.

Let's consider now the establishment of the Criteria for goods of the types 1 and 3. For manufacturers of goods, reasons for stopping the registration of the TI/CC are:

1. The product does not belong to the nomenclature, the production of which it has registered;

2. The product does not meet the special criteria, set for manufacturers of this nomenclature. Consideration of such special criteria goes beyond the scope of research of this article.

In the case where the reason for stopping the registration is the first one, it is

suggested to set the procedure of stopping and checking the stopped TI/CC, also in the same way as for goods of the type 12.

The range of the TI/CC made in connection with the shipment of goods of the type 1, which are subject to monitoring, is proposed to be narrowed as follows: to exclude from monitoring the TI/CC, compiled by those enterprises, the volume of deliveries of which are equal, or less than 2.5 million UAH per month.

For goods of the type 11 (the most common type of goods used in the “twist” operations) is proposed to reduce significantly, the range of the TI/CC, which are not monitored. The peculiarity of goods of the type 11 is that all the TI/CC (with such goods) are considered as risky. Gron’s paper (2016) proves, that operation of buying by the VAT payer of goods from the non-payer of VAT with a view to their subsequent resale is possible from a legal, but questionable from an economic point of view. First of all, it is proposed to apply a stopping procedure for all operations on the shipment of goods of this type, the volume of which exceeds the amount of 85 thousand UAH per month. In addition, it is suggested that the payer to fill out the application with the conventional name for each such TI/CC: “Information on the acquisition of the shipped goods” (hereinafter, Annex 3). Such application is needed to automate the procedure for checking the stopped TI/CC. It should contain the codes of the EDRPOU for suppliers of goods and the details of the documents, *confirming the actual acquisition of these goods*. Also, for automation, it is proposed

that, at stoppage, such documents be submitted in electronic form of scan copies, and the only reason for refusal to register was untimely submission of scan copies of the documents, or submission of those, that do not confirm the actual receipt of goods. The discrepancy of the submitted documents with the legislation should be the sole basis for appointment of the unscheduled inspection or initiation of the criminal case. Note, that as for all stopped TI/CC, in the case of goods of the type 11, the actual availability of inventories is subject to inspection.

For goods of the type 9, 10 the range of the TI/CC, which are subject to monitoring, it is proposed not to expand (leave the volume of deliveries up to 500 thousand UAH per month). It is proposed to oblige taxpayer to fill in the Annex 3 to each registered TI/CC. At the stoppage of registration, VAT payers must provide scan copies of documents, the details of which were specified in Annexes 3. The procedure for denial of registration or authorization for registration is the same as for the type of the goods 11.

For products of the types 4, 5, 8, 13 (high risk), it is also proposed to expand the scope of the TI/CC which are the subject to monitoring, similar to the measures for the type of goods 11. But since in transactions with goods of the types 4, 5, 13, the payers are not able to fill in the Annex 3, they submit all documents, confirming the grounds for acquiring these goods and the reality of available inventories.

Proposals for determining the criteria for transactions with goods of the type 6 are similar to proposals for goods of the type 11, given that the risk

of such TI/CC depends on the reason for acquisition of the products, that are being eliminated (there will be 13 such possible grounds). Therefore, the details of such Criteria go beyond the scope of this article.

4. Proposals for registration of the risky TI/CC without stopping.

As described in the previous sections of the article, we draw a conclusion that a rather broad range of the TI/CC falls within the category of risky ones. This part of the article proposes measures that will not allow stopping of the risky TI/CC, if the taxpayer has a sufficient monetary amount on his electronic account in the SEA of VAT (or paid to the budget).

Within this part of the article, it is proposed that the VAT payer, in addition to information about the amount $\Sigma_{\text{накл}}$ for which he has the right to register the TI/CC, was still able to obtain information about his right to register the risky TI/CC and already registered risky TI/CC. The basis of these proposals is the VAT administration model, which consists in the fact, that the VAT payer has the right to register the risky TI/CC if the inequality is fulfilled:

$$\Sigma_{\text{рах}} + \Sigma_{\text{спл}} - \Sigma_{\text{відшкод}} \geq \Sigma k_i S_i, \quad (1)$$

where $\Sigma_{\text{рах}}$ – amount which is on the electronic account of the taxpayer in the SEA of VAT; $\Sigma_{\text{спл}}$ – the amount of tax paid to the budget since the entry into force of the proposed changes in this article to the law; $\Sigma_{\text{відшкод}}$ – the total amount of tax, declared by the payer to the budget reimbursement (including received budget reimbursement), taking into account the adjustments and results of inspections, carried out in accordance with the Tax Code of

Ukraine; S_i – total tax on registered risky TI/CC, made up in connection with shipment of goods of the i -th type; k_i – coefficient of risk of possibility of carrying out the “twist” operation with the product of i -th type ($0 \leq k_i \leq 1$).

The risk factors are set by the Cabinet of Ministers, according to the economic situation. First, it is suggested that all the k_i be equal to one.

The measures proposed in this part are completely automatic, do not require the intervention of DFS employees in the course of work and will make use of the tax credit, accrued when receiving documents for the goods for the “twist” operation, economically unprofitable. This system of measures cannot be warned only a separate case of the “twists” operation, but namely:

- An enterprise that performs the “twist” operation receives a prepayment from the client by registering the appropriate TI/CC and does not register the TI/CC, drawn up in connection with shipment of this product;

- Acquired product from offender, the client uses as a raw material for manufacturing of other products (services).

Impossibility of warning is explained by the fact, that the transfer of goods of unknown origin does not fit into the system, and the Ministry of Finance does not have the authority to impose separate sanctions for the fact, that the registration of the TI/CC with the shipping rows did not take place.

Conclusions and perspectives of further research. Thus, the article shows that when receiving additional information from taxpayers, the system of electronic monitoring of TI/CC can be transformed from an automatic search system for offenders who carry

out a “twist” operation in the system of automatic prevention of such an operation. Further research should relate to the development of automatic warning systems for all other tax offenses.

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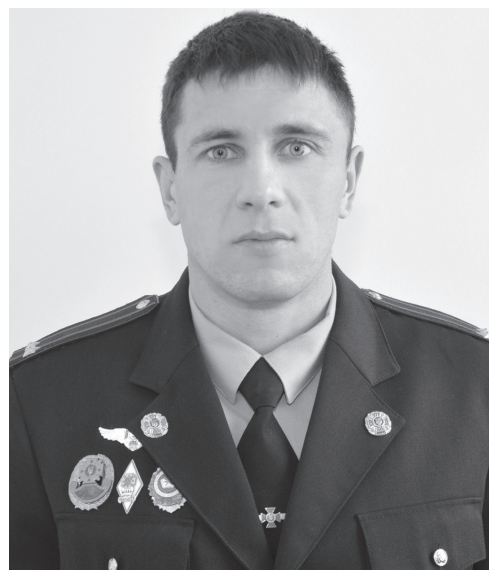
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REGULATION OF THE MECHANISM OF PREPAREDNESS FOR DEVELOPMENT OF STUDENTS BY PHYSICAL CULTURE AND SPORTS

Abstract. The study analyzes and summarizes the system of forming readiness for the development of physical culture of students in higher education institutions of Ukraine, taking into account regional features, the possibilities of constructive reflection, integrated self-development and personality formation, ready for self-determination, self-improvement and self-development in the physical culture system. It was revealed that one of the most important components of the design of the system for the formation of young people's physical culture is the level of health that was formed in the process of their life. Despite centuries of attempts to study human health, it still has no clear criteria for evaluation. Despite the large number of definitions, points of view on the nature of health, so far there is no unity of approaches to its definition. It does not, however, cause doubts and the fact that health must reflect the ability of a person to maintain his homeostasis through adaptation to changing environment conditions, that is, to actively resist such changes in order to preserve and prolong life. Therefore, when designing a system for the formation of students' physical culture, it is necessary to know the features of the territories inhabited by students of higher educational establishments for the development of practical recommendations for the prevention of diseases and the introduction of changes in working curricula. It is noted that readiness for the development of physical culture in students is a new qualitative characteristic of a person with a high level of competence, self-development ability, self-perfection, self-development in the field of physical culture that is able to distinguish from it in the process of physical education in higher educational establishments. forming components in the process of self-development and professional formation. It is proved that the structure of readiness for the development of physical culture among students of higher educational institutions is a multi-component model consisting of motivation-purposeful, informative, operational-functional and reflection modules.

Keywords: physical culture, physical readiness, sports-oriented technologies, state of health, improving technologies of teaching, multi-criteria approach.

РЕГУЛЮВАННЯ МЕХАНІЗМУ ГОТОВНОСТІ ДО РОЗВИТКУ СТУДЕНТІВ ФІЗИЧНОЮ КУЛЬТУРОЮ І СПОРТОМ

Анотація. Досліджено, проаналізовано та узагальнено системи формування готовності до розвитку фізичної культури студентів у ВНЗ України з урахуванням регіональних особливостей, можливості конструктивної рефлексії, комплексного саморозвитку і формування особи, готової до самовизначення, самоудосконалення і саморозвитку в системі фізичної культури. Виявлено, що одним з найбільш важливих компонентів проектування системи

формування фізичної культури молоді є рівень здоров'я, який сформувався в процесі їх життєдіяльності. Незважаючи на багатомісячні спроби вивчення здоров'я людини, воно досі не має чітких критеріїв оцінки. Незважаючи на велику кількість визначень, точок зору про суть здоров'я, до теперішнього часу немає єдності підходів його визначення. Не викликає, проте, сумнівів та обставина, що здоров'я має відбивати здатність людини зберігати свій гомеостаз через адаптацію до умов середовища, що міняються, тобто активно чинити опір таким змінам з метою збереження і продовження життя. Тому при проектуванні системи формування фізичної культури студентської молоді необхідно знати особливості територій, на яких проживали студенти вищих навчальних закладів, для розробки практичних рекомендацій профілактики захворювань і внесення змін в робочі навчальні програми. Відмічено, що готовність до розвитку фізичної культури у студентів – це сформована в процесі фізкультурної освіти у вищих навчальних закладах нова якісна характеристика особи, що має високий рівень компетентності, здатність до самовизначення, самоудосконалення, саморозвитку у сфері фізичної культури, що уміє виокремлювати з неї релевантні формуючі компоненти в процесі саморозвитку і професійного становлення. Доведено, що структура готовності до розвитку фізичної культури у студентів вищих навчальних закладів є багатокомпонентною моделлю, що складається з мотиваційно-цільового, змістовного, операційно-функціонального і рефлексії модулів.

Ключові слова: фізична культура, фізична підготовленість, спортивно-орієнтовані технології, стан здоров'я, оздоровчі технології навчання, підхід за багатьма критеріями.

РЕГУЛИРОВАНИЕ МЕХАНИЗМА ГОТОВНОСТИ К РАЗВИТИЮ СТУДЕНТОВ ФИЗИЧЕСКОЙ КУЛЬТУРОЙ И СПОРТОМ

Аннотация. Исследована, проанализирована и обобщена система формирования готовности к развитию физической культуры студентов в ВУЗах Украины с учетом региональных особенностей, возможностей конструктивной рефлексии, комплексного саморазвития и формирования личности, готовой к самоопределению, самосовершенствованию и саморазвитию в системе физической культуры. Выявлено, что одним из наиболее важных компонентов проектирования системы формирования физической культуры молодежи является уровень здоровья, который сформировался в процессе их жизнедеятельности. Несмотря на многовековые попытки изучения здоровья человека, оно до сих пор не имеет четких критериев оценки. Несмотря на большое количество определений, точек зрения о сути здоровья, до настоящего времени нет единства подходов его определения. Не вызывает, однако, сомнения то обстоятельство, что здоровье должно отражать способность человека сохранять свой гомеостаз через адаптацию к условиям среды, меняются, то есть активно сопротивляться таким изменениям с целью сохранения и продления жизни. Поэтому при проектировании системы формирования физической культуры студенческой молодежи необходимо знать особенности террито-

рий, на которых проживали студенты высших учебных заведений, для разработки практических рекомендаций по предотвращению заболеваний и внесению изменений в рабочие учебные программы. Отмечено, что готовность к развитию физической культуры у студентов — это сложившаяся в процессе физкультурного образования в высших учебных заведениях новая качественная характеристика лица, имеющего высокий уровень компетентности, способность к самоопределению, самосовершенствованию, саморазвитию в области физической культуры, умеет выделять из нее релевантные формирующие компоненты в процессе саморазвития и профессионального становления. Доказано, что структура готовности к развитию физической культуры у студентов высших учебных заведений является многокомпонентной моделью, состоящей из мотивационно-целевого, содержательного, операционно-функционального и рефлексии модулей.

Ключевые слова: физическая культура, физическая подготовленность, спортивно-ориентированные технологии, состояние здоровья, оздоровительные технологии обучения, многокритериальный подход.

Problem statement. Analysis of scientific-methodical literature and generalization of advanced experience of the departments of physical education at Higher Education Institutions (HEI) of Ukraine reflects the crisis of the discipline 'Physical Education (PE)', which has started, since 90's. One of the areas in solving these problems is increasing sporting activities of physical activity in educational institutions. Modern sports training system is extremely complex social phenomenon. Planning is one of the most important aspects that provides consistency and commitment of the management process. A technology of training was developed to implement the system of readiness for the development of students' physical education in the higher education institutions of Ukraine, taking into account regional peculiarities. Structure of readiness for development of Physical Education (PE) of students in Higher Education

Institutions (HEI) of Ukraine is a multicomponent model. The multi-criteria approach is one of the cornerstones of innovation education, including in the field of Physical Education (PE). This approach is a promising solution to the problems of formation of readiness for development of Physical Education (PE) of students in Higher Education Institutions (HEI) of Ukraine.

Analysis of recent publications on research issues. S. M. Dombrovska, V. G. Ariefiev, M. D. Zubalii, T. Yu. Krusevych, A. S. Kuts, R. T. Raievskii, S. M. Sinhaievskiyi, B. M. Shyian, A. D. Dubohai and others devoted their researches to the improvement and development of the System of Physical Education of student youth.

However, the availability of these studies, the results obtained and the developed scientific and methodological recommendations in the above-mentioned directions can be used to solve urgent modern problems of field

management, namely to promote the efficiency of public authorities in the development of physical culture and sports. At the same time, a systematic analysis of available sources suggests that they are too general or a very professional nature. In addition, the theoretical foundations of state management of physical culture and sports in higher educational establishments for student youth are considered episodically, without the use of an integrated approach, which results in the absence of scientifically substantiated conclusions, recommendations and proposals that should contribute to a qualitative solution to the problems related to the development of the field.

The purpose of this article is to analyse and predict the model of multi-year training of a specialist in physical education and sport in a higher education institution.

Presenting the main material of research. The main purpose of Physical Education (PE) in the first place will be to meet the needs of students, as well as society as a whole, however, in the formation of spiritual and physical development of the individual, which will contribute to the growth of living standards and the formation of high Education (PE) and recreational competence of the trainees.

We propose to understand the complex system of personality formation, which contains motivational and value orientations aimed at a healthy lifestyle, together with emotional and volitional components that help to ensure the readiness of the specialist for physical self-improvement through means of Education (PE) and sports in the field of Education (PE) of students, under

the multicriteria approach. Multicriteria approach also includes systemic physical culture and health knowledge, subject experience, skills and abilities necessary for solving Education (PE) and health issues of social infrastructure.

It should be noted that it is expedient to analyse the state of components of socio-cultural readiness in the regions of Ukraine as an objective factor ensuring its effective functioning in order to form a social order for the design of systems for forming the readiness of students for the development of Education (PE).

By studying the criteria for assessing the regional peculiarities of the development of Physical Education (PE), we have identified a group of factors that can be combined with such concepts as sociocultural readiness for the development of the PE is an integral qualitative characteristic of the life of the population, based on public health, as a result of the influence of economic development of the region, ecological status, climatic and geographical features and development of physical education (financing, sufficient number of skilled personnel, development of modern material and technical the base of sports and the number of people engaged in various kinds of Physical Education (PE).

The criteria for the component of socio-cultural readiness is the development of Physical Education (PE) including an assessment of the state of development of the material and technical base (number of structures and capacity), funding (the amount of funds allocated per person engaged in sports), the number of those engaged in sports

sections and in educational institutions [1].

One of the most important components of designing a system for the formation of young people's Physical Education (PE) is the level of health that was formed in the process of their life-sustaining activities (lifestyles). Despite centuries of attempts to study human health, it still has not any clear criteria for evaluation. Despite the large number of definitions, points of view on the nature of health, so far there is not any unity of approaches to its definition.

However, it does not cause doubts and the fact that health must reflect the ability of a person to maintain his homeostasis through adaptation to changing environment conditions, that is, to actively resist such changes in order to preserve and prolong life.

Therefore, when designing a system for the formation of students' Physical Education (PE), it is necessary to know the features of the territories inhabited by students of the Higher Education Institution (HEI) for the development of practical recommendations for disease prevention and the introduction of changes in the Working Curriculum. Health at the population level is characterized by a set of quantitative parameters, among which a special place occupy the indicators of morbidity and markers of the health and demographic situation in the first place, fertility, mortality and infant mortality [2, p. 89].

Updating and deepening the content of education in the field of Physical Education (PE), primarily, is associated with the most complete realization of its cultural-forming functions. Its socio-cultural essence is the formation

of a new image of the world and a new, inscribed in this image and system of cultural activity of a person. On the one hand, the educational process is correlated with their socially meaningful content, and with another, it is driven by the experiences of the student as a subject of the educational process and the media of their own culture. In this situation, the student realizes the freedom of choice, the individuality of his educational path, as a result of which he acquires his cultural identity. Person perceives education in the field of Physical Education (PE) as a component of their own lifestyle, can create by him, subordinate education to the goals of personal growth in this case only [3, p. 12].

Education becomes a factor in the person's mental activity and the form of its cultural existence at the same time. Education is largely determined by the logic of the process of personality development, awareness of their needs and goals at the same time. The conditions should be created for this purpose in which there are processes of development and self-development, education and self-education, education and self-education.

Thus, increasing the motivational and valuable relationship of students to Physical Education (PE) and sports will be effective if the proposed the Physical Education (PE) Curriculum take into account the inquiries and needs of students in the field of Physical Education (PE) and sports, taking into account age-gender and socio-demographic characteristics. Priority of sport oriented approach in the educational process at higher education institutions of Ukraine will allow the

continuity of the sports movement and remove the contradiction between the request and implementation of it by the students in the types of athletic sporting activities.

Focusing on the health effects of the HEIs' educational programs can be partly solved in the higher education system objectively, in this way it cannot be a priority only. Factors of human life (heredity, ecology and lifestyle) are so large that the share of '*motor activity on health*' is 50 % in the '*good case*' and is less than 10 % in '*worst case*'. Therefore getting a real fast result from this Program is difficult. The professional-applied orientation of the Working Curriculum for the HEI students reduces its importance due to the fact that the physical qualities, included in the zone of occupational risk, have a remote effect of obtaining the result and, in turn, restrain the overall, harmonious development of the individual [4, p. 7]

The Sport-Oriented Curriculum for students, aimed at in-depth study of individual sports and modern motor systems, allow you to obtain results from a type of activity in terms of competitions, control tests, assess abilities and form a steady need for regular training. It is justified for students who are practically healthy but not trained enough for classes in the sports perfection department where preparation of teams for participation in student competitions of different levels is carried out.

Focusing on the training effect is an optimizing factor for the development of basic physical qualities that is necessary for adolescence when active processes of physical development take place. Therefore, the choice of a train-

ing program in the field of sport is a students' need, which must be taken into account when organizing the educational process and correcting the content of the working curriculum (see Table) [5, p. 17].

Studying the motivational and value relation of students to physical education and sports has allowed allocating nine main motivations that reflect this relation: physical perfection, friendly solidarity, rivalry, imitation and sports, etc.

It should be noted that there are some differences between both boys and girls students in physical education and sports, who require careful attention from lecturers to the training organization. In our opinion, the differences between the motivation of girls and boys may be explained by their attitude to occupations, as well as the value that Physical Education (PE) and sports in their lives take place. According to data from Reference [5], for girls the most valuable were figures such as figure correction (almost 45 %), health promotion (38 %) and motor skills enrichment (35 %), while boys prefer to attend classes satisfaction with the needs of the movement (58 %), are interested in the original types of motor activity (44 %), as well as the ability to increase their level of physical fitness (32 %).

It is noteworthy that while studying the negative motivation of heterogeneous groups, any particular differences were not identified, among them the following indicators can be distinguished: specific sporting specialization (55 %), inability to comply with control standards (51 %) and low level of physical preparedness (42 %).

Dynamics of the choice of sports and modern motor systems of students depending on age (%)

№ of item	Kinds of sport	Age, years					
		16	17	18	19	20	21 and elder
GIRLS							
Number of participants		102	300	129	50	45	42
1	Badminton	1,9	4,6	3,1	4,0	20,0	–
2	Basketball	17,9	6,2	3,9	8,0	–	16,6
3	Volleyball	12,7	27,2	27,9	10,0	15,5	21,4
4	Handball	3,9		–	–	–	–
5	Rhythmic gymnastics	25,8	24,2	2,3	4,0	–	–
6	Aerobics	8,8	10,3	21,7	10,0	28,8	30,9
7	Shaping	0,9	4,3	3,9	28,0	24,4	19,3
8	Athletics (Recreational jogging)	1,9	2,6	3,1	–	–	–
9	Table tennis	10,7	9,3	13,2	24,0	–	9,5
10	Mini soccer	0,9	5,3	12,4	–	6,6	–
11	Self-defence course	15,4	6,0	8,5	12,0	4,7	2,3
12	Chess	1,9		–	–	–	–
BOYS							
Number of participants		104	384	120	47	53	35
1	Armsport	–	–	15,8	10,6	26,4	8,5
2	Athletic Gymnastics	2,8	9,6	5,8	17,0	9,4	17,1
3	Badminton	1,9	–	–	–	–	–
4	Basketball	22,1	14,0	9,1	23,4	5,6	–
5	Boxing	–	–		–	1,8	8,5
6	Wrestling	6,7	7,3	7,5	19,1	16,9	20,0
7	Volleyball	20,1	19,2	–	–	24,7	11,4
8	Handball	4,8	2,8	–	–	–	–
9	Kettlebell lifting	3,8	5,9	–		1,8	–
10	Karate Do	3,9	4,9	3,6	–	–	–
11	Athletics (Recreational jogging)	1,9	2,6	–	–	–	5,7
12	Table tennis	6,7	4,7	10,8	8,5	–	–
13	Taekwondo	3,9	–	–	–	–	–
14	Powerlifting	2,9	2,8	17,5	4,5	–	–
15	Football	3,9	9,1	19,1	12,7	–	17,4
16	Mini football	5,9	–	–	–	13,4	–
17	Self-defence course	8,7	17D	10,8	4,2	–	11,4

This state indicates that the results obtained during the study should be used in the construction of the educational process, together with the introduction of a differentiated approach to work with students of different sex, in-

cluding determining types of motor activity and when planning the content of physical education classes.

In order to increase this component of the multi-criteria approach as individuality, in our view, it is necessary to foresee the same for individual classes for students of both sexes. It is important to take into account not only different standards, but also to assume in the construction of educational work different orientation classes. So, the choice of subject matter should not be limited to a particular sport of choice, it is possible to put the selection of sports on interests in the foreground, to vary forms, means and methods of organization of classes.

We note that the construction of educational process, limited by the framework of the normative approach, which involves only external indicators, and does not pay attention to the learners themselves, leads to a negative attitude towards sports and the reluctance to engage in physical education. This becomes the reason that many students do not perceive Physical Education (PE) as a discipline that has its own scientific and practical content, concepts and principles, patterns and methods of activity. It is also determined that many students associate physical education with a purely mechanical activity. Therefore, the formation of positive motivation for physical education and sports students of Higher Education Institutions (HEI) should be one of the bases of effective professional training for further practical activities. And the process of its activation will be more successful, if to allocate objective and subjective factors that determine

the dynamics of the formation of motives to engage in sports.

At the same time, sports motives become relevant and personal to the student when they interact with educational and professional motives. Thus, we can say that based on the motives of physical education, applying an individual approach to different types of personality trainees, we can educate the necessary attitude to physical education and sport, based on the developed optimal forms and methods of organizing classes that will the best meet the interests of students.

Undoubtedly, satisfying the interests of students is an essential way in strengthening their health, promoting independent exercises in Physical Education (PE) and sports, which in general will have a positive effect on a healthy lifestyle.

So, we assume that the following pedagogical conditions need to be taken into account for the effective formation of the value attitude of students to Physical Education (PE), which is based on the application of the multi-criteria approach:

1. Improvement the value attitude to Physical Education (PE) and sports can be based on a differentiated approach to constructing training sessions, which is based on studying the motivation of students and their personal preferences, which allows determining the inclination of an individual to take a particular sport.

2. Based on the activity approach, which manifests itself in the inclusion of all students in different types of physical activity, each student should be able to choose the field that most

closely matches his physical capabilities, interests and preferences.

3. It is necessary to achieve the maximum correlation between the structure of Physical Education (PE) and sport activities in the HEI and the direction and content of the process of professionalization, which involves preparing the student for future professional activities. It is important to ensure the interaction of physical education with the professional orientation of the personality of the future specialist, which should be aimed at the valuable understanding of sports as one of the ways to effectively perform social and professional functions.

4. In order to increase the intensity of the process of Physical Education (PE) in Higher Education Institutions (HEI), it is necessary to increase the number of physical education classes by involving students in physical training and sports activities of university sports sections. Such systematic classes will contribute to the more active formation of the physical culture of the individual.

5. With the help of expanding the range of knowledge of sport and recreation activities, its value assignment for the individual and society, it is possible to shift the emphasis of students from the traditional administrative direction of sport and recreation activities to its recreational, pedagogic, educational and vocational and developmental potential.

To solve all the above tasks should follow certain principles, which consist of:

- Comprehensive development of personality;
- Health improvement of physical education;

- Relation of physical education with the labour and military practice.

Physical and spiritual development of student youth, organically complement each other and contributes to the increase of social activity of the person. Student's age is especially important. It is expressed in the active mastering of the full range of social functions of an adult, including civil, socio-political, vocational and labour.

Physical Education (PE) is a means not only for the physical improvement and rehabilitation, but also for the education of young people's social, work and creative activity, which significantly influences the development of the social structure of society. In particular, the fulfilment of their socio-occupational functions depends on the physical preparedness, health, and the level of efficiency of future specialists in the national economy.

The multifunctional nature of physical education places it in the number of areas of socially useful activity in which the social activity and creativity of young people are formed and manifested. These studies suggest that the skills of social and professional activities acquired through physical education are successfully transferred to other activities. Physical culture allows us to present in certain forms and directions certain aspects of the essence of man (manifestation of character, will and determination) and creates conditions for social activity.

A comprehensive solution to the tasks of Physical Education (PE) in higher education institutions ensures the readiness of graduates for more active production activities, the ability to master skills faster, and develop

new labour (vocational) professions. Physical Education (PE) contributes to the manifestation of the best qualities of the student's personality. At the same time, one of the most important social needs as communication with people is realized at a high emotional level. The benefits of sport as a social phenomenon are its attractiveness for young people, its 'language' is accessible and understandable to everyone, to man, his benefit to health is undeniable [6, p. 200]. By influence of action on a person, physical education goes to one of the central places in the cultural life of society as one of the spheres of social and state (public) activities and is an important means of enriching culture.

Thus, the students' readiness for the development of physical education is a new qualitative characteristic of a person with a high level of competence, ability to self-determination, self-development, self-development in the field of physical education in Higher Education Institutions (HEI) that is able to distinguish the relevant shaping components from it in the process of Physical Education (PE) in the process of self-development and professional formation. Structure of readiness for development of Physical Education (PE) of the students of Higher Education Institutions (HEI) is a multicomponent model, consisting of: motivational and targeted, content-related, operational and functional modules and module of reflection.

Conclusions and prospects for further research. Modern tendencies of science development in Ukraine are characterized by a change in the paradigms of thinking and types of education, a change in the nature of learning

activities, teaching technologies, an increasing diversity of organizational forms of learning, and evidence of the strengthening of innovative processes in education. One of the cornerstones of innovation education, including in the field of physical education, is a multi-criteria approach. It involves the accounting conflicting interests in the targeting of the education system, which binds into a single whole the task of forming the content of physical education, its outlook and moral aspects, allows take into account national and regional specifics.

This approach is one of the most promising in solving the problems of formation of readiness for the development of Physical Education (PE) of the HEI students, since it opens up the possibility of constructive reflection, complex self-development and the formation of a person ready for self-determination, self-development and self-development in the system of Physical Education (PE).

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ADMINISTRATIVE EFFICIENCY AS A SUBJECT OF RESEARCH OF SCIENCE OF STATE ADMINISTRATION AND FACTOR OF IMPROVING COMPETITIVENESS OF COUNTRIES

Abstract. The content of the definitions of the efficiency of government is analyzed. Administrative efficiency is considered in the context of the subject field of public administration science. The methods and models of research of competitiveness of countries are presented. It is shown that competitiveness as an analytical tool provides an opportunity to study the efficiency of public administration. Administrative efficiency is a factor in increasing the competitiveness of the country. It is noted that the task of administrative efficiency as an indicator is a reflection of the understanding of the activities of institutions, which depends on the efficiency and behavior of both public and private participants.

This is the legal and administrative framework within which individuals, firms and governments interact with one another. It determines the quality of state institutions. Through this tool, the country affects the competitiveness of the country, the growth of the economy and the welfare of society. Ineffective state governance is not only a widespread phenomenon, which is associated with high costs for society, but rather often due to the lack of accepted models of efficiency analysis, it leads to irresponsibility. Therefore, the introduction and dissemination in the practice of research, analysis and advising on the achievements of the scientific theory of public administration, in particular, the results of in-depth research on competitiveness, not only economic indicators, but also the assessment of the implications of socio-political and managerial phenomena and processes that are important for the stable development, will promote occupation of the leading place scientific management (management) independent of political ideology. It is noted that today matrix methods play an important role in the strategic analysis of politics. However, they all need complete and reliable information regarding the state of the state policy segment, strengths and weaknesses. In this regard, the construction of matrices should be accompanied by constant work on the collection of information, which in our time is not implemented on a systematic basis.

Keywords: efficiency, state administration, administration, state policy, competitiveness of the country.

АДМІНІСТРАТИВНА ЕФЕКТИВНІСТЬ ЯК ПРЕДМЕТ ДОСЛІДЖЕННЯ НАУКИ ДЕРЖАВНОГО УПРАВЛІННЯ ТА ФАКТОР ПІДВИЩЕННЯ КОНКУРЕНТОСПРОМОЖНОСТІ КРАЇНИ

Анотація. Проаналізовано зміст визначень ефективності державного управління. Розглянуто адміністративну ефективність у контексті предметного поля науки державного управління. Наведено методики та моделі дослідження конкурентоспроможності країн. Показано, що конкурентоспроможність як аналітичний інструмент дає можливість досліджувати ефективність державного управління. Адміністративна ефективність є фактором підвищення конкурентоспроможності країни. Відмічено, що завдання адміністративної ефективності як показника — це відображення розуміння діяльності інститутів, яка залежить від ефективності і поведінки як державних, так і приватних учасників. Це правова та адміністративна основа, в рамках якої особи, фірми та уряди взаємодіють між собою. Саме вона визначає якість державних установ. Через цей інструмент країна впливає на конкурентоспроможність країни, зростання економіки і добробут суспільства.

Неефективне державне управління є не лише розповсюдженим явищем, пов'язане з великими витратами для суспільства, а досить часто й завдяки відсутності прийнятих моделей аналізу ефективності призводить до безвідповідальності. Тому уведення та поширення в практиці дослідження, при аналізі та консультуванні здобутків наукової теорії державного управління,

зокрема, результатів глибоких досліджень конкурентоспроможності, не лише економічних показників, а оцінки наслідків важливих для стабільного розвитку суспільно-політичних та управлінських явищ і процесів, сприятиме зайняттю провідного місця наукового управління (менеджменту) незалежного від політичної ідеології. Зауважено, що сьогодні матричні методи відіграють важливу роль у стратегічному аналізі політики. Проте всі вони потребують повної та надійної інформації відносно стану сегменту державної політики, сильних та слабких сторін. У зв'язку з цим побудова матриць повинна супроводжуватись постійною роботою зі збору інформації, що в наш час не здійснюється на системній основі.

Ключові слова: ефективність, державне управління, адміністрація, державна політика, конкурентоспроможність країни.

АДМИНИСТРАТИВНАЯ ЭФФЕКТИВНОСТЬ КАК ПРЕДМЕТ ИССЛЕДОВАНИЯ НАУКИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ И ФАКТОР ПОВЫШЕНИЯ КОНКУРЕНТОСПОСОБНОСТИ СТРАНЫ

Аннотация. Проанализировано содержание определений эффективности государственного управления. Рассмотрена административная эффективность в контексте предметного поля науки государственного управления. Приведены методики и модели исследования конкурентоспособности стран. Показано, что конкурентоспособность как аналитический инструмент дает возможность исследовать эффективность государственного управления. Административная эффективность является фактором повышения конкурентоспособности страны. Отмечено, что задача административной эффективности как показателя — это отражение понимания деятельности институтов, которая зависит от эффективности и поведения как государственных, так и частных участников. Это правовая и административная основа в рамках лица, фирмы и правительства взаимодействуют между собой. Именно она определяет качество государственных учреждений. Благодаря этому инструменту страна влияет на конкурентоспособность страны, рост экономики и благосостояние общества.

Неэффективное государственное управление является не только распространённым явлением, связано с большими затратами для общества, а зачастую и благодаря отсутствию принятых моделей анализа эффективности приводит к безответственности. Поэтому введение и распространение в практике исследования, при анализе и консультировании достижений научной теории государственного управления, в частности, результатов глубоких исследований конкурентоспособности, не только экономических показателей, а оценки последствий важных для стабильного развития общественно-политических и управленческих явлений и процессов, способствовать занятию ведущего места научного управления (менеджмента) независимого от политической идеологии. Замечено, что сегодня матричные методы играют важную роль в стратегическом анализе политики. Однако все они требуют

полной и надежной информации относительно состояния сегмента государственной политики, сильных и слабых сторон. В связи с этим построение матриц должно сопровождаться постоянной работой по сбору информации, что в наше время не осуществляется на системной основе.

Ключевые слова: эффективность, государственное управление, администрация, государственная политика, конкурентоспособность страны.

Formulation of the problem. One of the features of the modern (from the 50's of the last century till the present time) stage of development of public administration science – this is not only a rethinking of the achievements of the previous development of the industry, and the search for a new, more effective toolkit. The issues of structure, behavior, culture of the organization (concept of organizational development), the issue of research of administrative problems, state policies, scientific substantiation (new state management) in the context of improving the efficiency of the functioning of the state administration system are being discussed. And also, due to its adaptability, flexibility, professionalism of government officers, making decisions based on scientific validity, modern knowledge. In addition, the goal of effective public administration is the implementation of strategies that are consistent with changes in the global, regional markets for effective inclusion in the world economy and improving the country's competitiveness, crisis management, structural and technological restructuring, and raising the standard of living of the population. These strategies must be effective. They should increase the country's competitiveness, act "ahead" and have a social orientation.

Analysis of recent research and publications. Effectiveness of public administration – the content of the concept, approaches to the evaluation, the effectiveness and limitations of individual methodologies are studied recently quite often and meaningfully (V. Averyanov, G. Atamanchuk, V. Bakumenko, V. Bashtannik, M. Bolrig, K. Weiss, E. Vedung, R. Kaplan, A. Melnyk, N. Nyzhnik, O. Obolensky, O. Tkachev, I. Shulga). Competition, as a social phenomenon, a political problem and the problem of increasing the competitiveness of the state, country, society as a subject of research in economic and socio-humanity science, is generally not new. At the same time, in the field of state management, the scientific problem of administrative efficiency as a factor of increasing the competitiveness of the country, actually, is learned a little.

The purpose of the article is to describe the possibilities of strengthening the influence of the scientific component in the processes of research on administrative efficiency in Ukraine, as well as on identifying innovative directions of development of Ukrainian society by including in the scope of scientific research the concept of "competitiveness". The research of competitiveness as a result of effective public administration, in particular, as

the efficiency of administration, is of great practical importance to both the states-leaders and those states that seek to improve their position in a constantly changing world. Competitiveness is not only an economic indicator, it is an assessment of the consequences of important socio-political and managerial phenomena and processes that are important for the stable development. The task is to examine the concept of administrative efficiency in the context of understanding the competitiveness of the country, to clarify the essence of improving the country's competitiveness as a managerial problem, to find out the administrative efficiency of the factor of increasing the competitiveness of the country.

Presenting main material. V. Wilson, F. Goodnow, M. Weber – with these names the beginning of the formation of the state administration science is associated. Wilson's idea of "administrative efficiency" shows how to use administrative and public administration methods of organization and management that have already proven their effectiveness based on the high professionalism of administration in business, since "governance issues are not political issues" [1], so government officers should be selected for their professional competence, not political affiliation, gender, etc. Dividing the same opinion, F. Goodnow believed that the functions between politicians and administrators should be clearly demarcated, with policies controlling the activities of administrators, and the latter, in turn, are subject to the decision of politicians. He believed that "administration" in the nation means executive or administrative power ..., "administration", when it

is used as an indicator of the functioning of power, is capable to promote the idea that this function of the government can only be found in the work of the authorities, which are separately referred to as executive or administrative authorities. They, in turn, can be regarded as limited to the function of administration ... " [2, p. 20]¹. M. Weber was also convinced that politics should not be a profession of an official. A government officer should "manage first of all, objectively, and this requirement can even be applied to "political" government officials who carry out managerial functions as professional work, due to business official duty (sine ira et studio, "without anger and passion he should act") [3, p. 161]². Therefore, officials are recruited into the management apparatus solely on the basis of their education, professionalism and competence, and these same qualities constantly support their power. Consequently, the task of government officers is the ability to apply managerial principles to specific situations. Professional government officers are not only highly qualified specialists in spiritual work, but also people of honor. Without this, according to M. Weber, there would be a fatal danger of horrible corruption and philistinism, which would jeopardize the purely technical efficiency of the state apparatus.

¹ *Frank Johnson Goodnow*. Politics and Administration: A Study in Government. New York, The Macmillan company; London, Macmillan & co., ltd. 1900. – 302 p. – URL: https://ia800304.us.archive.org/29/items/politicsadminis00good/politicsadminis00good_bw.pdf – Accessed: 02/01/2018.

² *Max Weber*. Sociology. Historical analyzes. Policy. – K., 1998. – P. 157–172.

Under the influence of these ideas, the leading place in the theory of state administration immediately was taken by the issue of scientific management (management), independent of political ideology.

Instead, G. Wright noted that there are other traditions, other than American (in terms of understanding the subject of state administration) [4]³, where traditionally state administration is regarded as an executive aspect of government, “it seems to consist of all those activities that are needed for the implementation of the course of elected officials, as well as activities associated with the development of these courses” [4, p. 10]⁴.

These problems have not lost their relevance today. Moreover, their consideration received an additional focus — analysis of state administration, public administration and administration in terms of efficiency. How to evaluate efficiency, effectiveness ..., etc., when it comes to the activities of state authorities and local self-government bodies?

In the national science of state administration certain points of view are offered. In particular, investigating the effectiveness of public administration, as a result, the relationship between the cost of its achievement, B. Bilous distinguishes between three key concepts of the effectiveness of state administration: “the overall social efficiency of state administration”, “the effective-

ness of the organization and operation of state administration” and “efficiency the activities of management bodies and officials” [5].

At the same time, in most foreign countries, when assessing the socio-economic performance of the public sector, they take measures of efficiency and effectiveness. Thus, L. Prychodchenko, when considering the possibility of increasing the efficiency of public authorities, substantiated the principles of evaluation. These are objectivity, systematicity, differentiation for external and internal efficiency, comparison, process (continuity of evaluation), complexity, dynamism. The author describes a simple model of performance evaluation (“purpose – input resources – internal process – efficiency/productivity”), but specific criteria have not been provided. At the same time, the author makes a generalization that the evaluation of effectiveness depends on a number of conditions (political, economic, social, natural, scientific and technical) and are historically relative with the passage of time that would be an integral part (functional, activity, expenditure) not taken into account subjects of its implementation [6, p. 8–9]⁵. It can be assumed that in this case, the efficiency is understood as the relationship between the product and the resources that went into its creation in terms of the result, and the effectiveness of the degree of achievement of the declared goals. Detailed various

³ *Wright G. Public Administration / Glen Wright; per. from english V. Ivashko. — K.: Basics, 1994. — 191 p.*

⁴ *Wright G. Public Administration / Glen Wright; per. from english V. Ivashko. — K.: Basics, 1994. — 191 p.*

⁵ *Prychodchenko L. Effectiveness of public authorities: tools and factors of evaluation / L. Prychodchenko // Collection of scientific works of the National Academy of Public Administration under the President of Ukraine. — 2009. — Is. 1. — P. 3–12.*

theoretical approaches to the interpretation of the concept of “efficiency of state governance” are also described by V. Fomin [7]⁶. If effectiveness is considered on the basis of performance – we will receive as an indicator the result of the professionalism of the administration (administrative result – administrative efficiency). It is a consequence of the use of effective sample management techniques, both in business, as a measure of resource allocation and a criterion for the final assessment of decisions on public administration. This allows for a delineation of policy and management, gives clear criteria to candidates, shows measurability of results, regulation of functions, taking into account motivation. However, we will have the fact that the presence of officials in positions reduces the efficiency of the apparatus and, what is most important, is contrary to the “rational principle” to evaluate each person and the situation in terms of significance and uniqueness. It is also possible to speak of the limited “power of competence” by the “power of charisma” (Wilson, F. Goodnau, M. Weber).

Effectiveness is also often considered both as a utility, an ability to meet the needs of society, as a result – the effect of the subject’s influence on the object of management (Y. Bajal, O. Kiliievich, O. Mertens, I. Rozputenko). In our opinion, the main disadvantage is that here we get more subjective evaluation. When it comes to efficiency, the result

⁶ *Fomin V. V.* Theoretical approaches to the interpretation of the concept of “efficiency of public administration” / V. V. Fomin // State administration: improvement and development. – 2011. – № 11. – Mode of access: http://nbuv.gov.ua/UJRN/Duur_2011_11_27

is comparable to the cost of its achievement (and the costs include both the direct costs of the management system and the costs of implementing management decisions (A. Melnyk, O. Obolensky, A. Vasin, L. Gordienko), we have the opportunity to compare the goal, purposes and resources.

In addition, the effectiveness of state administration is also proposed to be investigated through political and managerial relations with quantitative and qualitative indicators. Considering such relationships as the public service system, in particular, I. Shulga [8]⁷, for the purpose of determining the quantitative indicators of the work of the state authority, applies the research of operations of non-Markov public service systems. This enabled the author, firstly, to outline the possibilities of using the mathematical apparatus to study the effectiveness of political-managerial relations, taking into account the specifics of state-building in Ukraine, and secondly, to develop methodological recommendations on the application of research of operations for non-Markov public service systems in order to determine quantitative performance indicators of the state authority on concrete examples, and thirdly, to draw the conclusion that at the present stage of state building Ukraine has a hybrid model of political and managerial relations, characterized by a lack of clear distinc-

⁷ *Shulga I. L.* Political-administrative relations in the system of public administration: tendencies, concepts, improvement [Text]: author’s abstract. thesis ... Phd in state administration sciences: special 25.00.01 “Theory and history of the state. Practice” / I. L. Shulga; National acad. of state administration under the President of Ukraine. – Kyiv, 2016. – 20 p.

tion between politicians and government officers, and their participation in the development of the political course of state development [8]. At the same time, we can assume that this methodology has limitations in the study, in particular, in the theory of making managerial decisions.

Consequently, in the national scientific thought, the effectiveness of state administration is often understood through the effectiveness of governance (Y. Bajal, O. Kileevich, O. Mertens, I. Rozputenko) [9]⁸ as a target orientation for creating the necessary, useful things that can meet certain needs, to ensure the achievement of the end results, adequate to the objectives of management, and “effectiveness of management” – is the effect of the subject’s influence on the object of management. Therefore, an assessment of the effectiveness of state administration is a rather difficult problem. According to O. Tkachev, “the complexity of this problem lies in the absence of a single result indicator in the public sector, which is a profit for commercial structures” [10]⁹.

How to measure the results of the activity of an institution of the state sector of management (a body of state power, local self-government, organizations, enterprises, etc., which performs

certain functions in the field of state, administrative, party, public, commercial management, control, supervision)? O. Tkacheva has investigated that the widespread interpretation of the efficiency of management (A. Melnyk, O. Obolensky, A. Vasin, L. Gordienko) is “the result, compared with the cost of its achievement (and the costs include both direct costs of the management system and expenses for implementation of managerial decisions)” [10].

At present, in Ukraine, the effectiveness of public administration is increasingly associated with the competences of government officers. In reforming public administration in Ukraine, the issue of professional competencies of candidates is one of the key criteria for building a new civil service system. To this end, the Government of Ukraine approved the Concept for the introduction of reform specialist positions which is designed for the period up to 2020 and “should ensure the updating and strengthening of the staffing capacity of state bodies, significantly increase the effectiveness of their work on the preparation and implementation of key national reforms aimed at increasing the standard of living of Ukrainian citizens and the growth of our country’s position in the world’s competitiveness ratings” [11]¹⁰.

So, there is a need to deeper analyze, firstly, the link between the effectiveness of state administration and the competitiveness of the country, and

⁸ Effectiveness of Public Administration / Y. Bajal, O. Kileevich, O. Mertens and others; per community Ed. I. Rozputenko. — K.: I. K., 2002. — 420 p.

⁹ Tkachova O. Efficiency of State Administration: Concepts and Approaches to Evaluation / O. Tkacheva // Bulletin of the National Academy of State Administration under the President of Ukraine. — 2013. — № 2. — P. 30–37. — Access mode: http://nbuv.gov.ua/UJRN/Vn-ada_2013_2_6. — Appeal 06/01/2018

¹⁰ On approval of the Concept for the introduction of reform specialist positions // Government portal. The unified web-portal of executive bodies of Ukraine. — Mode of access: <https://www.kmu.gov.ua/ua/npas/249552384> — Appeal 05/01/2018.

secondly, to explore the analytical capabilities of competitiveness more deeply.

In Ukraine, the competitiveness is studied by the research teams of the National Institute for Strategic Studies (under the direction of Y. Zhalilo [12]¹¹, the Institute of Economics and Forecasting of the National Academy of Sciences of Ukraine (led by I. Kryuchkova) [13]¹², the Competitiveness Council of Ukraine (under the direction of Yu. Poluneev)¹³, the Faculty of Economics of the Taras Shevchenko National University of Kyiv (headed by B. Bazylevych), the Center for Market Reforms (under the leadership of V. Lanovy).

Competitiveness of national economies and countries is determined by numerous and quite diverse factors. This is evidenced by the annual reports of the World Economic Forum (The Global Competitiveness Report), ranking countries in the Global Competitiveness Index [15]¹⁴ and the lead-

ing European Institute of Management (Switzerland), which is conducting country research, concluding the “Annual rating of global competitiveness” (The IMD World Competitiveness Yearbook) [16]¹⁵.

The World Economic Forum experts identify competitiveness as a set of institutions, policies and factors that determine the level of productivity of the economy, which in turn sets the level of prosperity that the economy can achieve. The Competitiveness Index (GCI) combines 114 indicators that capture concepts that are relevant to productivity and long-term prosperity. These indicators are grouped in 12 blocks: institutions, infrastructure, macroeconomics, environment, health and primary education, higher education and training, market efficiency, labor market efficiency, financial market development, technological readiness, market size, business and innovation. These pillars are organized in turn in three sub-indices: basic requirements, efficiency improvement, innovations, factors. The three sub-indices get different weight in the calculation of the general index, depending on the stage of development of each individual economy, in particular, per GDP per capita and the share of raw materials exports. The index includes statistics from international organizations (IMF, World Bank, United Nations specialized agencies) and the results of expert surveys.

But that’s not all. So, different methods and models of competitiveness, indices and individual indicators

¹¹ *Jalilo Y. A.* Competitiveness of Ukraine economy in the conditions of globalization / Y. A. Jalilo, Y. B. Bazilyuk, Y. V. Belinskaya and others; for ed. Y. A. Jalilo. — K.: NISD, 2005. — 388 p.

¹² The Competitiveness of the Ukrainian Economy: Status and Prospects for Increasing / Ed. Dr. of econ. sciences I. V. Kryuchkova. — K.: Osнова, 2007. — 488 p.

¹³ *Poluneev Y. V.* Competitiveness of the country as a national idea or the last chance for Ukraine [Electronic resource] / Y. V. Poluneev // Economic analysis. 2011 year. Issue 8. Part 1. — P. 152; *Poluneev Y. V.* Raising international competitiveness of the country as the dominant strategic crisis management [Text]/Y.V.Poluneev//EconomicJournal—XXI. — 2011. — № 1/2. — P. 23–27.

¹⁴ The Global Competitiveness Index. Report [Electronic resource] // The World Economic Forum. — Access mode: <https://www.weforum.org/reports>

¹⁵ The IMD World Competitiveness Yearbook. — Access mode: <http://www.imd.org/wcc/news-wcy-ranking/>

are currently being used. Known as the classic model, Porter's model, the double diamond model, the nine-factor model, and the model of double-duplex competitive diamond, some of which are described and summarized by V. Berestchenko (2011) [17]¹⁶. In addition, there are other international ratings of countries that reflect the positions of the countries of the world on the general statistical indicators, as well as special social, economic and political indices and ratings. Here is a grouping of these methods and models with a brief analysis of "strong" sides and disadvantages.

Analytic, matrix models are a classic model, a Porter model, a dual rum model, a nine-factor model, a competitive diamond model, a matrix of "growth rate/market share" (BKG), a matrix of "industry attractiveness/position in competition" (matrix of McKinsey), SWOT and PEST analyzes. With their help, an assessment is made of the relevance of the objectives of the management strategy and resources, the ability to assess the current state and the possibility of forecasting. The peculiarity is that they have self-sufficiency in terms of conclusions, as well as the complexity of such studies. In particular, complex criteria have been applied that in more details characterize the position of the market business direction, the attractiveness of the industry and the competitiveness of the enterprise. Using a fairly wide range of indicators to form a complex criterion allows you to assess the contribution of each and de-

velop appropriate measures for change, if necessary. But they do not have quantitative dimensions, they have a general character of recommendations, which does not give real keys to identify the prospects for a particular development. Moreover, market parameters are considered in statics. Consequently, this leads to errors in the assessment of the prospects, competitiveness of the directions of state policy, development, which are evaluated superficially, there are no methodological recommendations for the calculation of individual components (for example, such indicators as technological capabilities, management level, etc.).

Economic-mathematical, mathematical methods and mathematical models of estimation and management of competitiveness of industry, industry, region, functioning in market conditions. They contain indicators that characterize the competitiveness of the produced public goods, the value and structure of capital financing the market activity (financial sector), integral indicators, presented in the form of weighted average characteristics, reflect the competitiveness of different fields of activity, calculation of net indicators.

Comprehensive, which are based on indices. These are, in essence, aggregated indices. Among them, such as the global competitiveness index, human development, life satisfaction, democracy, global index of peace, state failure, corruption perception, economic freedom, ease of doing business, logistics efficiency, property rights, innovations, etc. They are characterized by detailed criteria, complexity, the ability to use the indicator of a beneficial effect, the simultaneous reflection of the degree of

¹⁶ *Berestchenko V. I.* Modern approaches to the analysis of national competitiveness // Foreign Trade: Economy, Finance, Law № 2. — 2011. — P. 62–68.

satisfaction of society and the effectiveness of activities. However, they have subjective assessments, the possibility of interpreting individual data, and possible unevenness of the indicators. And the competition between the indices can lead to a distortion of the overall assessment.

And, in the end, individual and complex. They are based on statistics. Single indicators, such as GDP/person and a set of individual indicators, for example, indicators of living standards (Calvert – W. Henderson). Their peculiarity is the relative simplicity and ease of carrying out the calculation, taking into account individual unit indicators, and systematic calculations by the relevant institutions. Although there may be errors in the construction of indicators, the impossibility of operative calculation without the data of statistical reports of responsible government agencies.

It is worth noting that today matrix methods play an important role in strategic analysis of politics. However, they all need complete and reliable information regarding the state of the state policy segment, strengths and weaknesses. In this regard, the construction of matrices should be accompanied by constant work on the collection of information, which in our time is not implemented on a systematic basis.

Conclusions and perspectives of further research. In the national scientific thought, the most common approaches to understanding the effectiveness of state administration, as the general social efficiency of state administration, as the effectiveness of the organization and functioning of state administration actors, as well as the ef-

fectiveness of the activities of management bodies and officials, have been formed, but the principles, criteria and performance factors are rather blurred, unbalanced, do not contain clear, meaningful markers, but at the same time may not always be fully reflecting the qualitative results of activities of the state administration body.

Effectiveness of state administration and administrative efficiency are not identical, but in the content and approaches taken to build models of research on the effectiveness of public institutions and the implementation of state policies, often these boundaries are missing or are not clearly seen.

The task of administrative efficiency as an indicator is to reflect an understanding of the activities of institutions, which depends on the effectiveness and behavior of both public and private actors. This is the legal and administrative framework within which individuals, firms and governments interact with one another. It determines the quality of state institutions. Through this tool, the country affects the competitiveness of the country, the growth of the economy and the welfare of society.

Ineffective state governance is not only a widespread phenomenon, which is associated with high costs for society, but rather often due to the lack of accepted models of efficiency analysis, it leads to irresponsibility. Therefore, the introduction and dissemination in the practice of research, analysis and advising on the achievements of the scientific theory of state administration, in particular, the results of in-depth research on competitiveness, not only economic indicators, but also the assessment of the implications of socio-political and

managerial phenomena and processes that are important for the stable development, will contribute to the occupation of the leading place of scientific administration (management), independent of political ideology.

Prospects for further research are the development of tools for evaluating administrative efficiency.

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DIRECTIONS FOR PROVISION OF PUBLIC BODIES' TRANSPARENCY AND ACCOUNTABILITY IN CONDITIONS OF PARTICIPATORY DEMOCRACY DEVELOPMENT

Abstract. The article is devoted to issues of ensuring transparency and accountability of authorities in the conditions of participatory democracy (democracy of participation). It is argued that the public should be guaranteed not only the right for access to information but also the prerequisites for expanding its participation in state governance. These prerequisites include: the adoption of clearly measurable macroeconomic and social goals and the provision of control of the processes of their compliance with the government by citizens of the country; extension of the circle of subjects of legislative initiative due to realization of such rights by citizens and their groups; legislative definition of the forms of citizens'

participation in making publicly significant decisions, design of relevant orders and procedures, in particular participation in local referendum; outlining methods and procedures for taking into account social thought when making socially important decisions. The need to disclose information about resources that are used by authorities to realize the goals is proved as well as key performance indicators that can be monitored by every citizen; the efforts made by governments of countries to achieve these goals. It was noted that transparency in the conditions of representative democracy in its worst forms in a society where ignorance of the thought of society and its individual members is ignored does not in fact fulfill its main task — to establish an effective dialogue between the authorities and society. There is a distortion of the essence of transparency: instead of being heard, society is being asked to be informed — and passively accept the facts presented as due. In fact, transparency and accountability in this case are not instruments for the achievement of democracy in public administration, but by the form of a tacit agreement between the subjects of power and people, where the latter passes the participation of an “informed observer”.

Keywords: participation democracy, transparency and accountability of power, transparency, public participation, public administration.

НАПРЯМИ ЗАБЕЗПЕЧЕННЯ ПРОЗОРОСТІ ТА ПІДЗВІТНОСТІ ВЛАДИ В УМОВАХ РОЗВИТКУ ДЕМОКРАТІЇ УЧАСТІ

Анотація. Стаття присвячена питанням забезпечення прозорості та підзвітності влади в умовах партисипативної демократії (демократії участі). Аргументовано, що громадськості має бути гарантовано не лише право на доступ до інформації, а й виконання передумов розширення її участі в управлінні державою. До таких передумов віднесено: прийняття чітко вимірюваних макроекономічних і соціальних цілей та забезпечення контролю з боку громадян країни процесів дотримання їх урядом; розширення кола суб'єктів законодавчої ініціативи за рахунок реалізації таких прав громадянами та їх групами; законодавче визначення форм участі громадян у прийнятті суспільно значущих рішень, відпрацювання відповідних порядку та процедур, зокрема участі у місцевому референдумі; окреслення способів і процедур врахування суспільної думки при прийнятті соціально важливих рішень. Доведена необхідність розкриття інформації про ресурси, які задіяні владою для реалізації цілей; ключові індикатори ефективності, які може контролювати кожен громадянин; зусилля, які докладають уряди країн щодо досягнення цілей. Відмічено, що прозорість в умовах представницької демократії в своїх найгірших формах у суспільстві, де відбувається ігнорування думки суспільства та його окремих членів, фактично не виконує свого основного завдання — налагодження ефективного діалогу влади та суспільства. Відбувається спотворення сутності прозорості: замість того щоб бути почутими, суспільству пропонується бути обізнаним — і пасивно прийняти представлені факти як належне. Фактично прозорість і підзвітність у цьому випадку не є інструментами досягнення демократії в публічному управлінні, а формою

мовчазної угоди між суб'єктами владних повноважень і народом, де останньому відводиться пасивна участь “інформованого споглядача”.

Ключові слова: демократія участі, прозорість і підзвітність влади, транспарентність, участь громадськості, публічне управління.

НАПРАВЛЕНИЯ ОБЕСПЕЧЕНИЯ ПРОЗРАЧНОСТИ И ПОДОТЧЕТНОСТИ ВЛАСТИ В УСЛОВИЯХ РАЗВИТИЯ ДЕМОКРАТИИ УЧАСТИЯ

Аннотация. Статья посвящена вопросам обеспечения прозрачности и подотчетности власти в условиях партисипативной демократии (демократии участия). Аргументировано, что общественности должно быть гарантировано не только право на доступ к информации, но и выполнение предпосылок расширения ее участия в управлении государством. К таким предпосылкам отнесены: принятие четко измеряемых макроэкономических и социальных целей и обеспечение контроля со стороны граждан страны процессов соблюдения их правительством; расширение круга субъектов законодательной инициативы за счет реализации таких прав гражданами и их группами; законодательное определение форм участия граждан в принятии общественно значимых решений, отработка соответствующих порядка и процедур, в частности участия в местном референдуме; определение способов и процедур учета общественного мнения при принятии социально важных решений. Доказана необходимость раскрытия информации о ресурсах, которые задействованы властью для реализации целей; ключевые индикаторы эффективности, которые может контролировать каждый гражданин; усилия, которые прилагают правительства стран по достижению целей. Отмечено, что прозрачность в условиях представительной демократии в своих худших формах в обществе, где происходит игнорирование мнения общества и его отдельных членов, фактически не выполняет своей основной задачи — налаживание эффективного диалога власти и общества. Происходит искажение сущности прозрачности: вместо того чтобы быть услышанными, обществу предлагается быть осведомленным — и пассивно принять представленные факты как должное. Фактически прозрачность и подотчетность в этом случае являются инструментами достижения демократии в публичном управлении, а формой молчаливого соглашения между субъектами властных полномочий и народом, где последнему отводится пассивная роль “информированного наблюдателя”.

Ключевые слова: демократия участия, прозрачность и подотчетность власти, транспарентность, участие общественности, публичное управление.

Target setting. In recent times, the transparency of government action is viewed as a panacea for all the misfortunes. Transparency is ensured at the level of central and local authorities, ministries and departments, civil servants and parties, organizations and enterprises. Achieving transparency, as

planned, should help to fight corruption, financial instability of markets and state corporations.

However, the logic question arises: does transparency fully meet the fundamental interests of society? In the development of ideas of participatory democracy, transparency and accountability of government actions are necessary but insufficient condition for establishing an effective dialogue between the government and the society.

Analysis of recent studies and publications. Principles and approaches to ensuring the transparency of public finances are reflected in the scientific works of T. Yefymenko, S. Gasanov, R. Balakin, V. Kudryashov, I. Lunina. Financial reporting as an instrument for achieving transparency of the state sector of economy was considered in works by L. Lovinska, O. Tereshchenko, O. Chumak, and others. Public mechanisms for ensuring the transparency of public enterprises are disclosed by the author in publications [1; 2]. At the same time, it should be noted that the complexity of issues of transparency as well as its multidimensionality require constant research in this field, and the publication is dedicated to the problem.

Therefore, **purpose of the article** is to reveal the ways of ensuring the transparency and accountability of authorities in the circumstances of participatory democracy development.

Presentation of basic material of the research. Georg Wilhelm Friedrich Hegel, speaking about the necessity of publicity, wrote: "...the point of general awareness is asserted by publicity of the debate between caste representatives, first of all... This aware-

ness has generalizing point that only this way the public opinion comes to the truth and to the understanding of statement of the state and concept of the state and its affairs thereby reaching the ability to judge them more sensibly; in addition, the society is familiar with the affairs and learns to respect talents, charity and skills of state authorities and officials" [3, p. 351].

When ensuring transparency, public administration entities pursue their own interests and interests of society, which they should follow.

The state demonstrates transparency of its functioning to ensure public stability, to reduce the level of corruption, to scale the shadow economy, to convince the international community to be a democratic country that is responsive to the observance of all freedoms, and so on.

Local authorities have their own obligations to the community, and decisions on their development should be transparent and made public in accordance with current legislation.

State-owned enterprises act as economic agents of public interest. To comply with financial discipline, the results of their activities should be reflected in the financial statements, which, accordingly, are carefully monitored by financial bodies. The social significance of their production of goods and services involves control over the volume of manufactured goods and services, the use of production space, the level of productivity, etc.

At the same time, in the modern world, it is not enough to report on the performance indicators as stipulated by the legislation and what is subject to mandatory reporting. Additionally,

social reports reveal aspects of state-owned companies' activities, such as ethical standards, personnel development, human rights protection and environmental protection, community engagement, etc. Such integrated reporting pursues a dual goal: firstly, raising the level of confidence of stakeholders to the socially responsive functioning of the enterprise, the growth of its social capital; and secondly, expanding the social circle of trust, access to foreign markets of capital and obtaining additional sources of investment.

The European (international) community pursues the goal of approaching the national states ideology to the recognition of European (international) values. Values are reflected in international documents that form the vision of prospects for the development of global community. In particular, the 16th objective of sustainable development is directly related to the transparency of the Global Sustainable Development goals 2016–2030 (hereafter GSDG) adopted at the United Nations Summit on Sustainable Development at the end of 2015. In full, it is formulated as

“Goal 16: Promote just, peaceful and inclusive societies

Goal 16 of the Sustainable Development Goals is dedicated to the promotion of peaceful and inclusive societies for sustainable development, the provision of access to justice for all, and building effective, accountable institutions at all levels” [4].

At the same time, today, the interests of society of a democratic country, in our opinion, lie in a plane that is not limited to ensuring access to information, openness of government

actions and accountability of its institutions. The resources involved in the implementation of goals, key performance parameters that can be monitored by each citizen, and the efforts made by the governments of countries to achieve the goals should be disclosed and made public.

On December 20, 2004, General Assembly of the United Nations adopted resolution A/RES/59/201 on the treatment of democracy, which was officially published in 2005. The document highlights such elements of democracy as: respect for human rights and fundamental freedoms, inter alia, freedom of association and peaceful assembly; freedom of expression as well as the right to **participate in the management of state, directly or through freely chosen representatives**, the right to vote and to be elected on honest, periodic and free elections on the basis of universal, direct, equal suffrage, by secret ballot, guaranteeing free expression of will of people; pluralist system of political parties and organizations, respect for the rule of law, division of powers, independence of the judiciary, **transparency and accountability of public administration**, as well as free, independent and pluralistic mass media [5] (here and below — underlined by me — **O. I.**).

The Universal Declaration of the Inter-Parliamentary Union on Democracy clarifies the provisions on transparency and accountability as “the right of the public to have access to information about the government’s activities, the right to petition the government and the right to claim damages through unbiased administrative and judicial mechanisms” [6].

Consequently, these concepts are interpreted wider and provide for the development and implementation of appropriate management mechanisms.

In his studies on freedom of information, Toby Mendel notes: “Freedom of information is likely to be one of the most important foundations of democracy. Information stored in government bodies is not intended for officials and politicians, but for society as a whole. Everyone should have the right of access to this information if there are no valid reasons for limiting” [7].

New horizons of the development of democratic processes reveal new forms and kinds of democracy. First of all, it is participative or participatory democracy [8]. Such a form of democracy involves direct participation of citizens in the management of state or members of the territorial community in the management of community. In contrast, representative democracy means participation of citizens in the management not directly, but through the representation of their interests by authorized persons (deputies) who are involved in the processes of preparation, management decisions and control over their implementation.

Transparency in the conditions of representative democracy in its worst forms in a society where thoughts of society and its individual members are ignored does not in fact fulfill its main task of establishing an effective dialogue between government and society. There is a distortion of the essence of transparency: instead of being heard, society is being asked to be informed – and passively accept the facts presented as due. In fact, transparency and accountability in this case are not

instruments for the achievement of democracy in public administration, but by the form of a tacit agreement between the subjects of power and people, where the latter is provided with passive role of an “informed observer”.

It should be noted that in international documents that contain requirements for achieving transparency and accountability of public authorities, they are interpreted as the inherent components of the effectiveness of government.

The Global Steps for Sustainable Development specify goals for achieving each goal. In particular, in relation to the 16th goal it is indicated:

“...16.6 Develop **effective**, accountable and transparent institutions at all levels

16.7 Ensure responsive, inclusive, participatory and representative decision-making **at all levels...**

...16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements...” [4].

As can be seen from the paragraph, the emphasis is put on the creation of effective institutions, ensuring the participation of general public, taking into account the broad public interest in the exercise of rights to liberty. Some European countries have developed and implemented a public administration model, where publicity and accountability are closely linked to the ability of each member to participate in community issues. In particular, in Sweden, a “system of democratic institutions was created which allowed each member of society to influence the de-

cision of all issues affecting his/her life. The country has created a peculiar socio-psychological climate in the country, a sense of citizens' involvement in the affairs of the state and society" [9, p. 14]. That is, the approach was realized: transparency is not for the sake of access to information, but for ensuring complicity in solving important problems for society. It is best defined in the Swedish Freedom of Press Act "To encourage the free exchange of opinion and availability of comprehensive information, every Swedish citizen shall be entitled to have free access to official documents" (Chapter 2, Article 1, Freedom of the Press Act).

A number of prerequisites should be fulfilled in Ukraine in order to ensure public participation in making decisions that are important to the community, real openness and publicity of the authorities.

1. Adoption of clearly measurable macroeconomic and social goals with the control of society over their compliance by the authorities.

The most sensitive to the population of any country is the growth of government debt obligations, the excesses of which is a heavy burden on future generations. Most European governments have made commitments to limit the growth of sovereign debt. In particular, Sweden has set restrictions for net lending in the amount of 1 per cent of GDP on average over a business cycle. Estimated Gross Duty (so-called "Maastricht Debt") level in 2019 will be set in Sweden at 35 per cent of GDP. Balanced local budgets, limit for government spending, and so on are among other voluntary govern-

ment initiatives. A wide range of public controls these parameters, and the government reports to them [10].

Instead, in Ukraine, state debt is growing at an unprecedented pace, without any control over the pace of its growth on the part of public. It puts a huge burden on a generation of Ukrainians who will have a sovereign commitment since their birth.

2. Expansion of the circle of subjects of legislative initiative, determination of their rights.

Although the most legislative proposals laid before the Riksdag (Swedish parliament) are initiated by the Government, some bills may be based on suggestions put forward by the Riksdag or by private citizens, special interest groups or public authorities.

In Ukraine, neither citizens of the country nor their groups have the right of legislative initiative. The Constitution of Ukraine (Article 93) clearly states: "The right of legislative initiative in the Verkhovna Rada of Ukraine belongs to the President of Ukraine, people's deputies of Ukraine and the Cabinet of Ministers of Ukraine". Consequently, the concept of "public administration" is still rather blurred only in scientific postulates.

3. Legislative determination of the forms of citizens' participation in making publicly significant decisions, order and procedures for observance of this participation.

The incomplete list of such forms of participation include the following: referendums; public examination; public initiatives on a wide range of issues that need to be addressed in the community; conducting public hearings or

joint meetings of the authorities with representatives of the public; organization of public consultations, advisory polls of citizens (consultative referendum), etc. [8].

Of course, the referendum is the most significant of these forms. In most European countries, the law provides for the holding of referendum at both the state and local levels. In Ukraine, the Law № 1287-XII “On Ukrainian and Local Referendums” dated July 3, 1991, expired after the adoption of the Law of Ukraine № 5475-VI “On All-Ukrainian Referendum” dated November 10, 2015.

In accordance with Article 6 of the old Law, issues that are raised on local referendums: on the naming or renaming of village councils, settlements, cities, districts, regions; the question of unification of the same administrative-territorial units with the same administrative center into ones with the same names; the issue of changing the basic level of local self-government in rural areas; the issue of reorganization or liquidation of pre-school community schools, as well as pre-school educational establishments created by former agricultural collective and state-owned enterprises [11].

That is, a fairly wide range of issues is identified, which constitute the core of self-government at the local level. The new Law “On All-Ukrainian Referendum” contains detailed information on the procedures for conducting a referendum at the state level and does not reflect the procedures for conducting a local referendum, although this is guaranteed by Art. 38 of the Constitution of Ukraine. In April 2011, the Verkhovna Rada in the first reading

adopted a draft law “On Local Referendums in Ukraine”. After a negative feedback from the Scientific and Expert Board of the Verkhovna Rada of Ukraine, its further adoption did not take place [12, p. 66–67].

It should also be noted that the Law “On All-Ukrainian Referendum” does not provide for the participation of foreigners in a referendum, which is contrary to the provisions of the Council of Europe Convention on Participation of Foreigners in Public Life at the Local Level, adopted in 1992.

Finally, let us note that methods of taking into account public opinion should be outlined. Article 5 of the Constitution of Ukraine stipulates that the people exercise power directly and through the bodies of state power and local self-government bodies. In a sociological science, a whole arsenal of means for studying public opinion, including polls, experiments, interviews, observations, convention analysis, etc., was worked out. At the same time, there are no specific procedures for evaluating proposals and their accountability when making state-government decisions.

Conclusions. Under the conditions of participatory democracy, the provision of transparency and accountability of the authorities and their agents becomes important in the legislative regulation of a number of provisions. The public should be guaranteed not only the right of access to information but also the fulfillment of other prerequisites for expanding its participation in state governance. These include: the adoption of clearly measurable macroeconomic and social goals and the control of their compliance by the government with citizens of the coun-

try; extension of the circle of subjects of legislative initiative due to realization of such rights by citizens and their groups; legislative definition of the forms of citizens' participation in making socially significant decisions, form procedures for observing this participation; outlining methods and procedures for taking social thought into account when making socially important decisions. The main emphasis should be on disclosing the resources involved in achieving the goals, key indicators of the development of effectiveness that can be monitored by each citizen, and the efforts made by governments to achieve their goals.

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DEFINITION OF THE PUBLIC SECURITY AND ORDERLINESS ENSURING MECHANISM IN UKRAINE

Abstract. In this article, a model of the mechanism of ensuring public security and orderliness in accordance with the principles and tasks of the relevant institutions in public administration, taking into account resources, technologies, measures for the state policy implementation in the spheres of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order. It was found that ensuring public security and order in Ukraine is a mechanism for the implementation of national goals of state policy in the areas of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order, by defining tasks according to certain principles. The idea is that if one considers the state policy in the spheres of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order as a national priority (purpose, task), then the mechanism of ensuring public security and order in Ukraine needs coordination with the state development strategy. From the point of view of the implementation of the state policy in the areas of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order, the mechanism of ensuring public security

and order in Ukraine can be considered as the main system providing interconnection such elements as institutions (implementing the specified state policy), resources (human resources, logistical, natural and so on, with the help of which it is possible to implement state policy), technologies (skills, knowledge, means and so on the implementation of state policy), measures (action plans), as well as external (internal) threats.

Keywords: public security and orderliness, mechanism of ensuring public security and orderliness, state policy, public administration.

ВИЗНАЧЕННЯ МЕХАНІЗМУ ЗАБЕЗПЕЧЕННЯ ПУБЛІЧНОЇ БЕЗПЕКИ І ПОРЯДКУ В УКРАЇНІ

Анотація. Визначено модель механізму забезпечення публічної безпеки і порядку за принципами і завданнями відповідних інституцій державного управління з урахуванням ресурсів, технологій, заходів щодо реалізації державної політики у сферах забезпечення охорони прав і свобод людини, інтересів суспільства і держави, протидії злочинності, підтримання публічної безпеки і порядку. Виявлено, що забезпечення публічної безпеки і порядку в Україні є певним механізмом щодо реалізації національних цілей державної політики у сферах забезпечення охорони прав і свобод людини, інтересів суспільства і держави, протидії злочинності, підтримання публічної безпеки і порядку шляхом визначення завдань за певними принципами. Обґрунтовано думку про те, що якщо розглядати державну політику у сферах забезпечення охорони прав і свобод людини, інтересів суспільства і держави, протидії злочинності, підтримання публічної безпеки і порядку як національний пріоритет (ціль, завдання), то механізм забезпечення публічної безпеки і порядку в Україні потребує координації з державною стратегією розвитку. З точки зору імплементації державної політики у сферах забезпечення охорони прав і свобод людини, інтересів суспільства і держави, протидії злочинності, підтримання публічної безпеки і порядку, то механізм забезпечення публічної безпеки і порядку в Україні можна розглядати, як основну систему, що забезпечує взаємозв'язок таких елементів, як інституцій (що реалізують зазначену державну політику), ресурсу (кадрового, матеріально-технічного, природного і так далі, за допомогою яких можлива реалізація державної політики), технологій (вміння, знання, засоби і так далі щодо реалізації державної політики), заходи (плани дій), а також впливи (загрози) зовнішні та внутрішні.

Ключові слова: публічна безпека і порядок, механізм забезпечення публічної безпеки і порядку, державна політика, публічне управління.

ОПРЕДЕЛЕНИЕ МЕХАНИЗМА ОБЕСПЕЧЕНИЯ ПУБЛИЧНОЙ БЕЗОПАСНОСТИ И ПОРЯДКА В УКРАИНЕ

Аннотация. Определена модель механизма обеспечения общественной безопасности и порядка на принципах и задачах соответствующих институций государственного управления с учетом ресурсов, технологий, мероприя-

тий по реализации государственной политики в сферах обеспечения охраны прав и свобод человека, интересов общества и государства, противодействия преступности, поддержание публичной безопасности и порядка. Выявлено, что обеспечение общественной безопасности и порядка в Украине является определенным механизмом по реализации национальных целей государственной политики в сферах обеспечения охраны прав и свобод человека, интересов общества и государства, противодействия преступности, поддержание публичной безопасности и порядка путем определения задач по определенным принципам. Обосновано мнение о том, что если рассматривать государственную политику в сферах обеспечения охраны прав и свобод человека, интересов общества и государства, противодействия преступности, поддержание публичной безопасности и порядка как национальный приоритет (цель, задачи), то механизм обеспечения публичной безопасности и порядка в Украине требует координации с государственной стратегией развития. С точки зрения имплементации государственной политики в сферах обеспечения охраны прав и свобод человека, интересов общества и государства, противодействия преступности, поддержание публичной безопасности и порядка, то механизм обеспечения публичной безопасности и порядка в Украине можно рассматривать как основную систему, обеспечивающую взаимосвязь таких элементов, как институтов (реализующих указанную государственную политику), ресурса (кадрового, материально-технического, природного и так далее, с помощью которых возможна реализация государственной политики), технологий (умение, знания, средства и т.д. по реализации государственной политики), мероприятия (планы действий), а также воздействия (угрозы) внешние и внутренние.

Ключевые слова: публичная безопасность и порядок, механизм обеспечения публичной безопасности и порядка, государственная политика, публичное управление.

Targetsetting. After the Revolution of Dignity in Ukraine, the reform of the security forces, in particular the law-enforcement system began. The first was the reform of the road car inspection, reorganized into the patrol police, the National Police Unit, which carries out round-the-clock patrols of the streets of cities, and also the first to respond to challenges 102, in order to ensure public order and safety, protection of citizens' rights, and road safety. Western partners, in particular the

United States, which sent their instructors from California and Ohio to Kyiv, were actively involved in the reform of the law-enforcement system. The first city in which the Patrol Police began to work became Kyiv on July 4, 2015. Then there were Lviv, Odessa, Kharkiv and other regional centers and big cities.

Today, the National Police of Ukraine, the central executive authority, which carries out its activities in accordance with the Law of Ukraine

“On National Police”, from the State Police of Ukraine, provides for the implementation of state policy in the spheres of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, and supporting public safety and order. 07/02/2015, № 580-VIII.

Analysis of recent publications on issues. The source of information for writing the article was the normative acts and the results of scientific research [1–6].

The purpose of the article. Determination of the main aspects of constructing a model of the mechanism of ensuring public security and orderliness, regarding state policy implementation in the spheres of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order.

The statement of basic materials. As we have noted in previous studies: the mechanism of ensuring public security and orderliness in Ukraine is the realization of national goals in the public security and order sphere, which is provided by certain public administration institutions in accordance with the tasks entrusted to them with the functions defined by the principles.

The organization of ensuring public security and orderliness in Ukraine is carried out by the National Police of Ukraine, as well as in cooperation between the National Guard of Ukraine and the National Police of Ukraine, which perform tasks in accordance with their functions according to the established principles within the legal framework (see Table).

At the same time, the National Police of Ukraine (in accordance with the Law of Ukraine “On National Police” [1]) is the central executive body that serves the society by ensuring protection of human rights and freedoms, combating crime, maintaining public security and order, and the National Guard of Ukraine (in accordance with the Law of Ukraine “On the National Guard of Ukraine” [2]) is a military formation with law enforcement functions, which is part of the system of the Ministry of Internal Affairs of Ukraine and is intended to fulfill the tasks entrusted to it.

In accordance with the Order of the Ministry of Internal Affairs of Ukraine (registered in the Ministry of Justice of Ukraine on September 7, 2016, № 1223/29353) “On Approval of the Procedure of interaction Ukraine National Guard and the National Police of Ukraine during security (protection) public (social) security and order” with the purpose of determining the procedure for joint involvement of the forces and means of the National Police and the National Guard of Ukraine in relation to ensuring security and orderliness provides [5]:

- joint patrols patrol streets, squares, parks, railway stations, airports, sea and river ports, other public (social) places;
- provision (protection) of public (social) security and order during meetings, rallies, street trips, demonstrations, other mass and sport events, as well as during public (social) events with the participation of persons for whom the state security is carried out;
- carrying out joint measures to stabilize the operational situation in case

**Interaction between the National Guard and the National Police Ukraine
in accordance with the tasks and principles of activity**

National Police of Ukraine		National Guard of Ukraine	
Tasks	Principles	Tasks	Principles
1. ensuring public security and order; 2. the protection of human rights and freedoms, as well as the interests of society and the state; 3. counteraction to crime; 4. providing, within the limits determined by law, services to help individuals who, for personal, economic, social reasons or due to emergencies, need such assistance	1. the rule of law; 2. observance of human rights and freedoms; 3. legality; 4. openness and transparency; 5. political neutrality; 6. interaction with the population on the basis of partnership; 7. continuity	1. protection and protection of life, rights, freedoms and legitimate interests of citizens, society and the state from criminal and other unlawful encroachments; 2. protection of public order and public security, as well as in co-operation with law-enforcement bodies – on ensuring state security and protection of the state border; 3. the cessation of terrorist activities, the activities of illegal paramilitary or armed formations (groups), terrorist organizations, organized groups and criminal organizations	1. the rule of law; 2. ensuring observance of human and civil rights and freedoms; 3. non-partisan; 4. continuity; 5. legality; 6. openness to democratic civilian control; 7. transparency; 8. the responsibility of centralized leadership and unity

of its aggravation within the territory of one or several administrative-territorial units.

The interaction of the National Guard of Ukraine and the National Police of Ukraine on the cessation of massive disturbances is carried out in accordance with the requirements of the legislation involving the forces and means of the National Guard of Ukraine to provide (protect) public (social) security and order [5]:

- for the performance of tasks, on the basis of the Plan for involving forces and means of the military unit to the public order service, which is being developed for a month, is approved by the commander of the military unit of the National Guard of Ukraine and

agrees with the head of the relevant police body within its jurisdiction.

- if necessary, amendments to the Plan for the involvement of the force and the means of the military unit for the protection of public order shall be adopted, which shall be approved and agreed in accordance with the established procedure.

Thus, it can be argued that the realization of national goals in the field of public security and order, provided in the interaction between the National Guard of Ukraine and the National Police of Ukraine, in accordance with the tasks and defined principles, has certain specific differences related to the system of work, organization, legal status, authority of employees.

However, it is possible to define general principles and tasks for interaction of the institution of public administration with regard to ensuring public security and order, in particular:

- the rule of law;
- the principle of observance of human rights and freedoms;
- the principle of legality;
- the principle of openness and transparency;
- the principle of political neutrality;
- the principle of continuity;
- the principle of the responsibility of centralized leadership and unity.

These principles are a necessary and fundamental element in terms of the systemic approach in defining the following general tasks for public security and order of the public administration institution, in particular:

- the protection and protection of human rights and freedoms, as well as the interests of society and the state;
- the protection of public order and public security;
- the provision of assistance within the limits determined by law to persons who, due to emergency situations, need such assistance.

As a result of the comparative analysis of the state bodies activities in the field of ensuring public security and orderliness in Ukraine, as well as on certain principles and tasks of interaction, we will construct a scheme defining the implementation of state policy in the areas of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order, with an emphasis on public security and the order provided by certain

public administration institutions (see Fig. 1).

Thus, ensuring public security and order in Ukraine is a mechanism for the implementation of national goals of state policy in the areas of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order, by defining tasks according to certain principles.

When considering state policy in the areas of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order as a national priority (purpose, task), the mechanism of ensuring public safety and order in Ukraine needs to be coordinated with state development strategies. From the point of view of the state policy implementation in the areas of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order, the mechanism of ensuring public security and order in Ukraine can be considered as the main system providing interconnection such elements as institutions (implementing the specified state policy), resources (human resources, logistical, natural and so on, with the help of which it is possible to implement state policy), technologies (skills, knowledge, means and so on the implementation of state policy), measures (action plans), as well as external (internal) threats.

Taking into account the above, one can build a model of the mechanism for ensuring public security and orderliness (see Fig. 2).

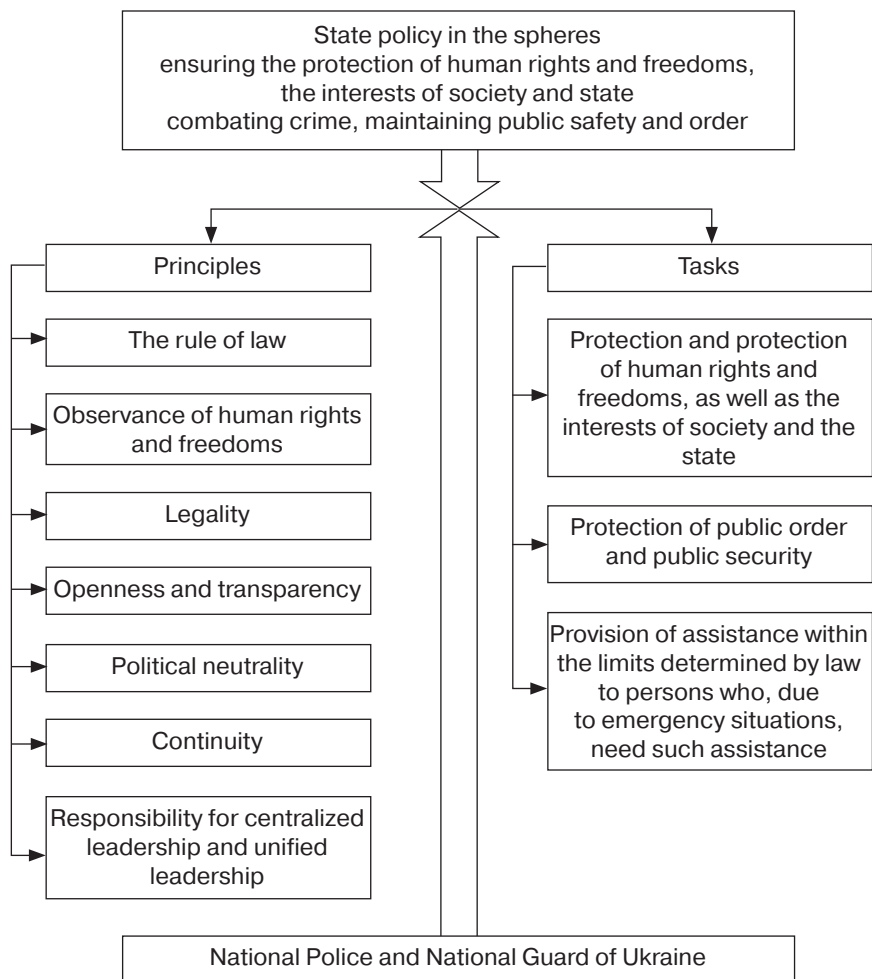


Fig. 1. The scheme of implementation of state policy, which is provided by certain institutions of public administration on certain principles and tasks

Conclusions. Thus, a model of the mechanism for ensuring public security and orderliness in accordance with the principles and tasks of the relevant institutions in public administration is determined, taking into account the resources, technologies, measures for the implementation of state policy in the spheres of ensuring the protection of human rights and freedoms, the interests of society and the state, combating crime, maintaining public security and order.

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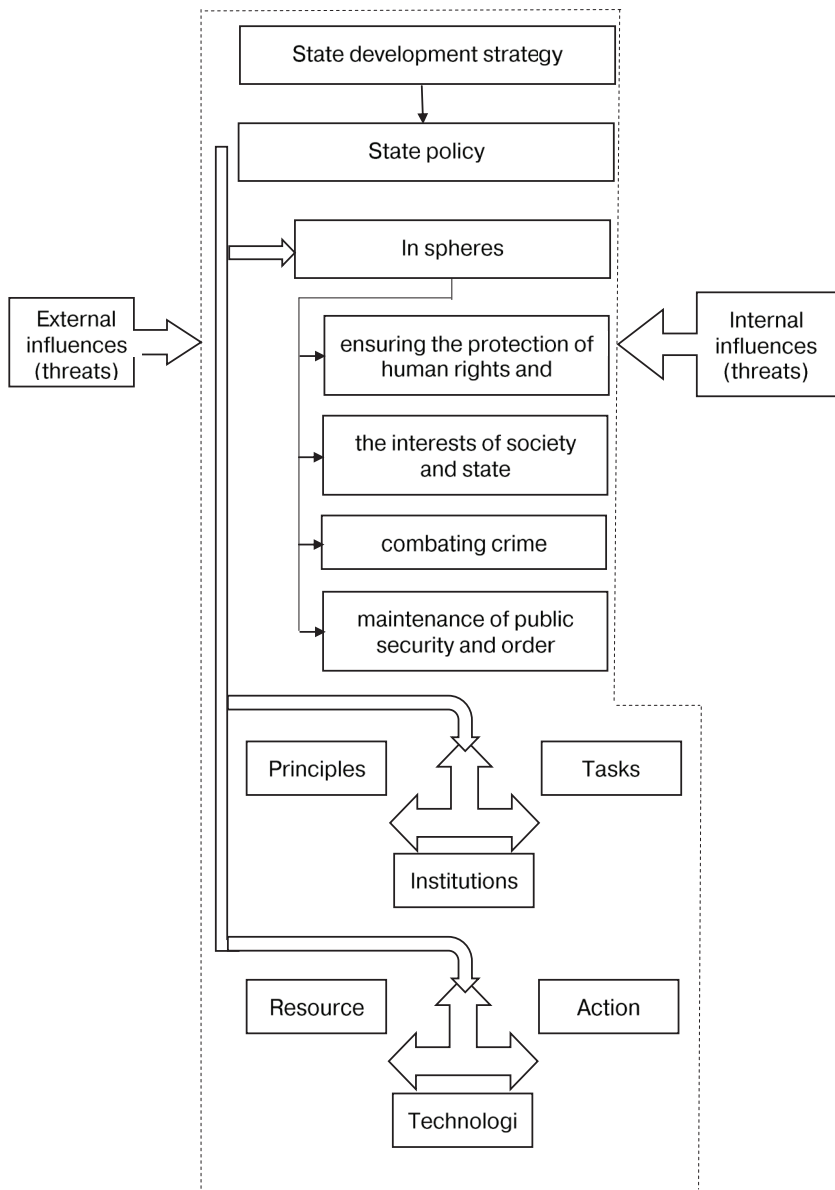


Fig. 2. The model of the mechanism for ensuring public security and orderliness

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KEY ASPECTS OF TRANSFORMATION OF THE STATE AUTHORITIES IN THE WORLD AND TO THE MODERN SOVERUM UKRAINE: A JOINT AND PERSONALITY

Abstract. The article deals with the fundamental, inherent in most of the countries of the world transformation of state power, its formation, functioning and division between the main branches as a result of the decentralization of such power, its subsidiarity. Attention is drawn to the specifics of state power, its functional features in the conditions of sovereignty of the states, their interconnection. It is emphasized that the nature of the state power is connected with the nature of the political system of the state, with the form of government and many other aspects of a fundamental nature.

It is analyzed that in the middle of national states the questions of legitimacy, sovereignty of transparency of state power, its formation are acutely raised. Concerning the practical functioning of state power, a deeper study now needs a problem of separation of powers and the distribution of power. The use of this principle, which ensures the real subsidiarity of the authorities, the formation of more effective, responsible democratic relations between state power and civil society, is the first priority of the transformation of state power in the conditions of modern transformations of countries and societies. It is substantiated that the research of these problems will open up much wider opportunities for the provision of state power not as a center authority, but also as a leading political struc-

ture but as a power of the people and the community. In the context of global democratization processes, such processes are crucial for a more humanistic and civilized arrangement of human life. It is noted that local self-government, as a specific form of public power, is also characterized by an expressive feature of a special subject of power (territorial community) as a set of large numbers of people; joint communal property; tax system, etc.

Keywords: power, state power, transformation of power, state sovereignty, division of powers and distribution of powers.

КЛЮЧОВІ АСПЕКТИ ТРАНСФОРМАЦІЇ ДЕРЖАВНОЇ ВЛАДИ У СВІТІ І СУЧАСНІЙ СУВЕРЕННІЙ УКРАЇНІ: СПІЛЬНЕ Й ОСОБЛИВЕ

Анотація. Розглянуто основоположні, притаманні більшості країн світу трансформації державної влади, її формування, функціонування та поділу між основними гілками в результаті децентралізації такої влади, її субсидіарності. Звертається увага на специфіку державної влади, її функціональні ознаки в умовах суверенітету держав, їх взаємозв'язку. Наголошується, що суть, характер державної влади пов'язаний з характером політичної системи держави, з формою правління та багатьма іншими принципового характеру аспектами.

Проаналізовано, що у середині національних держав гостро постають питання легітимності, суверенності, прозорості державної влади, її формування. Щодо практичного функціонування державної влади, то більш глибокого дослідження нині потребують проблеми поділу влади і розподілу владних повноважень. Використання цього принципу, що забезпечує реальну субсидіарність влади, формування більш дієвих, відповідальних демократичних відносин між державною владою і громадянським суспільством — це першочергові проблеми трансформації державної влади в умовах сучасних трансформацій країн і суспільств. Обґрунтовано, що дослідження вказаних проблем відкриє набагато ширші можливості забезпечення державної влади не як влади центру, провідних політичних структур, але як влади народу, громади. В умовах загальносвітових демократизаційних процесів такі процеси мають вирішальне значення для більш гуманістичного і цивілізованого облаштування людського життя. Зазначено, що місцеве самоврядування, як специфічна форма публічної влади, характеризується також виразною ознакою особливого суб'єкта влади (територіальна громада), як сукупність великої кількості людей; спільна комунальна власність; система податків тощо.

Ключові слова: влада, державна влада, трансформація влади, державний суверенітет, поділ влади і розподіл владних повноважень.

КЛЮЧЕВЫЕ АСПЕКТЫ ТРАНСФОРМАЦИИ ГОСУДАРСТВЕННОЙ ВЛАСТИ В МИРЕ И СОВРЕМЕННОЙ СУВЕРЕННОЙ УКРАИНЕ: ОБЩЕЕ И ОСОБЕННОЕ

Аннотация. Рассмотрены основополагающие, присущие большинству стран мира трансформации государственной власти, ее формирования,

функционирования и разделения между основными ветвями в результате децентрализации такой власти, ее субсидиарности. Обращается внимание на специфику государственной власти, ее функциональные признаки в условиях суверенитета государств, их взаимосвязи. Подчеркивается, что суть, характер государственной власти связан с характером политической системы государства, с формой правления и многими другими принципиального характера аспектами.

Проанализировано, что в середине национальных государств остро встают вопросы легитимности, суверенности, прозрачности государственной власти, ее формирования. Касательно практического функционирования государственной власти, то более глубокого исследования в настоящее время требуют проблемы разделения власти и распределения властных полномочий. Использование этого принципа, что обеспечивает реальную субсидиарность власти, формирование более действенных, ответственных демократических отношений между государственной властью и гражданским обществом — это первоочередные проблемы трансформации государственной власти в условиях современных трансформаций стран и обществ. Обосновано, что исследования указанных проблем откроет гораздо более широкие возможности обеспечения государственной власти не как власти центра, ведущих политических структур, но как власти народа, общества. В условиях общемировых демократизационных процессов такие процессы имеют решающее значение для более гуманистического и цивилизованного обустройства человеческой жизни. Отмечено, что местное самоуправление, как специфическая форма публичной власти, характеризуется также выразительным признаком особого субъекта власти (территориальная община), как совокупность большого количества людей; совместная коммунальная собственность; система налогов и тому подобное.

Ключевые слова: власть, государственная власть, трансформация власти, государственный суверенитет, разделение властей и распределение властных полномочий.

Problem statement. It is well-known that state power is a specific and extremely complex system phenomenon. There can be no state, no society without it. In addition, state power is, at the same time, the most influential authority among other varieties of political power under many objective circumstances. Due to what is it provided?

Firstly, due to the development and approval (legally, organizationally, etc.) of the policy and strategy of social development.

Secondly, the state has the widest network of special organs and institutions, which creates the possibility of influencing as many people as possible as their consciousness, beliefs, and behaviour.

Thirdly, the state has such public functions as for the overwhelming majority of citizens as the establishment of laws and enforcement of them, the collection and distribution of taxes in the state budgets, the provision of security and public order, and the arrangement of public life, etc. only.

Due to the above, the public authority is the whole society as a whole. And the state power itself is a specific integrative basis for the whole society, the integrity of the state [1, p. 143].

The significant transformations of state power are largely due to the fact that such a power is a political power at the same time in many countries. *'Political power' is one of the sides of inequality in relations of domination and subjection. It is the domination of one's liberty of the will of others, that is, the subordination of one freedom to the freedom of others, regardless of whether it refers to individual individuals, groups of people, classes, and nations or people*, Ukrainian ethnic and political writers say [2, p. 81]. However, it was this aspect of state power that was and remains rather researched. And this when the task of maintaining the social organization of society, its economic, political, ideological stability, etc., was and still remains the most important task of the state authorities in any country [3].

Equally relevant is the question of the ontological nature of state power, which, although somewhat modified, however, remains fundamentally unchanged in the following: a) the political nature of power (although not all political power is state one); b) a centralized nature. Although this power is divided into three main branches as legislative, executive, judicial (different

in essence); it is holistic and in fact indivisible; c) state power is the property of the state itself and is carried out on behalf of the people. This is a complex aspect that should be substantially explained in the context of a particular state; d) has a kind of arbitration role in the state as regulates all social relations; e) unites citizens and, at the same time, divides them by territorial character (therefore territorial structures and executive bodies are created); f) solely the power of the state is legally authorized for legalized violence (coercion); g) has legal supremacy in society [4, p. 79]. In the process of analysing the problems of the transformation of state power today, this aspect of the problem should also be analysed in the context of its current state.

Not everything looks simple and definite also in terms of determining the types (classifications) of power in general, and most importantly, different signs are presented, according to which such power is divided, singling out for that state power. So, V. P. Khalipov proposes to do the following classification:

- *According to the main spheres of society's life*: economic, social, political, spiritual, social, military, and church;

- *By appointment*: legislative, executive, judicial, as well as, namely: control, election, constituent, and informational;

- *By place in the power structure*: central, regional, local, republican, regional, and district, etc.;

- *By carrier*: monarchical, folk, and national, etc.;

- *For the continuity (duration) of the term of stay in the power of a particular subject*;

- *By coverage of the categories, groups, and contingent of people as military and mafia, etc.;*

- *By force of influence on the subjects: too strong and weak, etc. [3, p. 163].*

Finally, the transformation of political and state power, in the modern age, more and more emphasizes the problem of its separation, decentralization, when the basis of the state becomes not so much a centre as a civil society. *‘Civil society is the foundation of the state; its formation takes place in close connection with the formation of a legal, social, and democratic state. Civil society is a society of mature citizens with a high level of economic, social, spiritual, and political culture, which, together with the state, forms the developed legal relations. Civil society is a society of free citizens, which is free from the state, but interacts with it for the sake of the public good’*, the well-known Ukrainian political scientist F. M. Rudych notes on this occasion [5, p. 15].

These and other aspects listed above are directly related to the state power, actualization of its research.

Analysis of recent research and publications. The theoretical basis for the study of issues of state policy and its transformations is the works of such foreign and domestic scientists, namely: I. Aleksieienko, O. Valevskyi, David Weimer, L. Halahan, E. Hlushko, I. Stepanov, Yu. Shulzhenko, O. Danyliuk, O. Dziuban, P. Myronenko, V. Pohorilko, V. Tertychka, E. Toffler, V. Khalipov, V. Shapoval and many others.

Specified these and other researchers focus on the study as the nature of power in general and state power in particular, their resources, mechanisms

of formation and functioning, etc. The main methodological aspects of such a study look like this.

Every power has its foundations and the base (It means ‘basic’ (from the Greek) as base, and foundation). Social base of power is the most important, because its feature is the support (or not) by the people as the broad strata of the population (citizens).

Among the main types of government, we distinguish economic, social, and spiritual policies [1, p. 52].

We can also talk about the main resources of power, which include the following resources: utilitarian, compulsory and regulatory.

- Utilitarian (material and other social goods);
- Forced (weapons, institutes of physical coercion, and specially trained people);
- Normative (various means of influencing the inner world of a person, his inquiries, interests, needs, value orientations, and behaviour [3].

The purpose of this article is a theoretical and methodological substantiation of the main changes, transformations of state power in the conditions of state sovereignty, the specifics of the division of state power, the peculiarities of its connection with civil society, as in any country of the world, and in Ukraine.

Presentation of the main material. Conceptually, in terms of comprehension of the essence of power and state power we proceed with the following. According to the Russian political scientist K. S. Hazhiiev, power arose with the advent of human society in general. State power, as well as state policy, also

arose with the emergence of the state at the same time.

Citing, in particular, E. Fromm, mentioned by us K. S. Hadziiev, graphically points out that *'power is nothing but a desperate attempt to get a substitute for power when there is no real strength'* [6, p. 265].

We must agree with the opinion of R. Eering in the sense that the state has an absolute monopoly on coercion in relation to the state and its authorities.

A well-known political scientist, M. Weber, generally believed that violence was a clearly defined feature of the state.

In this case, it is important to understand the following. The state is a close unity of common and private interests. There is a national interest and purely human, personal. The main problem is the civilized coordination of these interests. On the one hand, a person (citizen) tries to maximize the realization of his own interest, and, on the other hand, because he is a member of a large community (society) must (compel) to coordinate his interest with the general public. This should be done by the state.

We must allocate first of all legitimacy and sovereignty of all the features of modern state power.

Legitimacy is, in fact, the authority of power in both the people and society. The degree of legitimacy is the number of those who support authority. Legitimacy of power depends on many factors as the time and the success of most institutions of power. The legitimacy of the situation is explained more precisely by the fact that the interests, positions, demands, and needs, etc. of power

and community. If citizens believe that they are managed in the same way as it is normatively defined, then these managers (power and authorities, etc.) are legitimate. M. Weber has distinguished three types of legitimacy: legitimacy based on traditions; legitimacy based on the right; legitimacy based on the charisma of the one who manages (See the power). History knows a lot of examples of the charismatic legitimacy of the power of individual and unusual personalities. This is especially true of power in some eastern states, as an example, China, North Korea, and Syria and so on.

Now we will be talking about sovereignty and its role in the formation and functioning of state power. Sovereignty is the right of the authorities to govern a certain territory and at a certain time. Sovereignty can be permanent and temporary.

In order to fully understand the role and significance of the sovereignty of the system of government, the following basic characteristics should be taken into account:

- *Supremacy* (supreme power in the territory, territorial integrity and inviolability);

- *Indivisibility* (there cannot be two supreme authorities, and, therefore, two sovereignty in the country);

- *Inalienability* (someone else's recognition does not require sovereign rights; they cannot be doubted, and even more so, be cancelled);

- *Absoluteness* (the possibility of an exclusively voluntary restriction in order to realize its own sovereignty, as it is noted in the Declaration on State Sovereignty and the Constitution of Ukraine).

We emphasize especially following. Whatever reforms, transformations of a political, economic, social or other nature in the state did not take place, in the foreground there its sovereignty, territorial integrity, regardless of whether it is unitary, federal, confederative, or any other have always been and remains.

The notion of '*sovereignty*' includes several special, closely interconnected components. Thus, the main features of sovereignty in the Declaration on the State Sovereignty of Ukraine, adopted on July 16, 1990, are: supremacy, independence, fullness and indivisibility of power within the territory, and independence and equality in external relations [7]. As you know, the Constitution of Ukraine, adopted in 1996 [8], begins with the article on sovereignty.

Talking about state power, it is very important to draw attention to the fact that there is a group of subjects of international and domestic life of countries that affect the limitation of state sovereignty of individual countries. Such subjects have their own dynamics of development and the state, with varying degrees of voluntariness, of course, inferior to the part of their sovereignty.

Ukrainian political scientist I. V. Aleksieienko refers to such subjects as: a) international institutions and organizations; b) transnational economic actors operating on the global market; c) sub-state regional actors (federal lands, regions, cantons, and republics) operating in transnational spaces without resorting to mediation of governments; d) non-governmental organizations; e) hybrid education (public-private-social groups, or actors of the third sector) [9, p. 7].

The indicated problem also requires a more thorough study, since there are supporters of the point of view of actually maximizing the subordination of the '*national*' policy to the '*international*' one, and, conversely, many researchers in the field of law, political science, and international relations argue that the national interests of individual states must dominate the international.

Another aspect of the '*delineation*' of politics, and state policy, etc. It is connected with the fact that in fact in modern states, including in modern Ukraine, there are two powers as state power and municipal authorities in their close combination. At the same time, the municipal government is a system of power relations, which implements the functions and powers of local self-government. Municipal government is a form of not only social but also public (along with state) power, operates within a territorial community, is implemented on its behalf either directly, or by bodies and officials of local self-government and based on the norms of law. Municipal government can be defined as a form of social relations, in which, according to the rules of the territorial community, the activities of some actors, affecting the activities of others, change or stabilize it in accordance with its goals within the framework of national policy. At the same time, it should be emphasized that the two sides of social governance – as democratization and statehood resulting in the general context of changes in social and economic, and political processes, synergistically interwoven and synthesized into a single institutional and regulatory complex of public power [10].

It is clear that the whole problem is how constitutionally defined state and municipal authorities, as they are practically organized. At the same time, the issue of separation of powers and the division of powers between the separate branches of power and between the state and municipal authorities is crucial importance.

It should be noted that local self-government, as a specific form of public power, is also characterized by a distinctive feature of a particular entity (the territorial community) as a set of large numbers of people; joint communal property; and tax system, etc.

Now we will talk about the separation of power. The classical consideration of the problem of separation of powers is in the fundamental work of a great scholar Ch. L. Montesquieu, who in his fundamental work, *On the Spirit of Laws* (1748), concluded that '*freedom is possible in any form of government, if the state has the right to rule, is guaranteed the observance of the rule of law through the division of powers into the legislative, executive and judicial, which mutually hold back each other*'.

We emphasize that the division of state power is carried out in accordance with its functions in modern Ukraine. At the same time, there are traditionally legislative, executive and judicial, although experts in constitutional law, individual philosophers, political scientists, and experts in the field of public administration often distinguish power control and oversight and presidential.

If we take into account that there are many special supervisory bodies of the supervisory nature as the Prosecutor's Office, the Constitutional Court, the Ombudsman of the Supreme Council

of Ukraine on Human Rights, the Accounting Chamber, the National Radio and Television Council, the Supreme Council of Justice, that is, the grounds to speak about control-overseeing power as sufficiently independent political power in Ukraine.

The supervisory power is not something new and unusual. It was talked about in the days of Confucius in China; it was offered by the Russian Decembrist at their reformation projects (*The Russkaia Pravda (The Russian Truth)* of P. Pestel called this power as observatory). A number of Ukrainian researchers suggest referring to the control branch of power the Constitutional Court of Ukraine.

There is not enough single point of view regarding the power of the president as a separate branch of political power. There are two points of view here. First, the power of the President of Ukraine is a synthesis of legislative, executive and judicial power; Second: the power of the President of Ukraine is an independent government. It is also clear that a number of functions of the President of Ukraine are sufficiently decisive for the political power of the state in international relations. In accordance with Article 106 of the Constitution of Ukraine, the President of Ukraine: '*Represents the state in international relations, carries out management of foreign policy activities of the state, negotiates and concludes international treaties of Ukraine*' [8, p. 47].

The authorities of the President of Ukraine claim and due to several of its functions and powers that are well known, but also cause serious discussions on this for a certain separation of political power.

The system of bodies of state power and bodies of local self-government in any state, including Ukraine, is the so-called mechanism of the state, or the state mechanism, due to which not only the corresponding state policy is implemented, but the state as a whole functions as well.

The main democratization factors that make up the mechanisms of the state are as follows: a) the principle of separation of powers; b) the system of administrative-territorial structure of the state; c) the sphere (objects) of public administration.

It is clear that these factors are intended, on the one hand, to ensure the effectiveness of the practical implementation of state policy at all levels of the administrative and territorial division of the state, and, on the other hand, to ensure, at the same time, the unity, integrity of the state, in accordance with the existing political system. As stated, the basis for solving the last task was and is the unity (cooperation) of state authorities and local self-government bodies.

Authority, weight, and, most importantly the effectiveness of state power, in the most significant way, depends on its publicity. The term '*publicity*' is understood as a certain level of public access to the public, i. e., the measure of the level of such publicity is the participation of citizens in the development, and even more practical implementation of state policy. The Ukrainian researcher V. Stepanenko (and it makes sense to agree), understands the publicity of power in two main ways as follows: a) the openness of the functioning of the bureaucracy and transparency of its decision-making; b) public par-

ticipation in shaping the political order for power decisions is, first and foremost, the problem of the specific relations between the authorities (as an all-seeing, all-knowing, omnipotent decision maker) and social knowledge [11, p. 19]. Meanwhile, many scholars, namely: Yu. Habermas, N. Loman, L. Ionin, F. Fukuyama and some others explain publicity as a matter of accessibility. Moreover, the publicity of the authorities is a more important basis for the democratization of social relations. Thus, Habermas believes that political openness of power acts is '*the highest manifestation of those conditions of communicativeness in which the discursive formation of the thought and will of citizens of the state can be realized, may be regarded as the basic concept of a normatively formed theory of democracy*' [12].

The problems of transparency, publicity of state power have become most noticeable since the first years of independence, in the course of new forms of contacts, relations between the authorities and the people as rallies, demonstrations, speeches of leading politicians before large mass gatherings in modern Ukraine.

Openness and publicity of government have begun to evolve under many circumstances in Ukraine. But the most important circumstance was the democratic pressure on the authorities on the part of the people as '*the admission of the people to power*' was posed as an objective reality, a need for public life in many circumstances. It is clear, however, that the demand for state power to be more transparent, publicly, is to a large extent conditioned by the growth of consciousness, the political

culture of citizens, and the formation of a high civil position of millions of Ukrainians.

Conclusions and perspectives of further research. State power is an objective and natural phenomenon of social existence. Since non-governmental human communities does not actually exist in the world, state power has been and will remain a more important tool for reconciling the lives of millions of people in one place, on the Earth as a whole.

State power is transforming, changing due to changing political, social, system of societies, political regimes of countries, relations between countries.

The issues of legitimacy, sovereignty of the transparency of state power, and its formation are acute in the middle of national states. Concerning the practical functioning of state power, now a deeper study needs a problem of separation of powers and the distribution of power. The use of this principle, which ensures the real subsidiarity of the authorities, the formation of more effective, responsible democratic relations between state power and civil society, is the first priority of the transformation of state power in the conditions of modern transformations of countries and societies.

Investigation of these problems will open up much wider possibilities of providing state power not as the authority of the centre, but also of the leading political structures but as the authorities of the people and the community. Such processes are crucial for a more humanistic and civilized arrangement of human life in the context of global democratization processes.

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EUROPEAN LESSONS OF DECENTRALIZATION

Abstract. The role of the state in the processes of European integration and decentralization is analyzed, the factors of threats for it are determined. The following common features of decentralization processes in the EU member states are highlighted as strengthening the role of the regional level, the need to choose between different models of separation of powers between different levels of government (exclusive or joint authority) and the search for ways to adequately finance transferred powers. Decentralization also actualizes the problem of territorial inequality and patronage for European countries. It is proved that the national state is a central actor in the process of decentralization, despite the fact that this process creates certain threats to the state itself. On the one hand, the EU as a

supranational organization has already limited some aspects of the sovereignty of its member states, in particular, in the area of monetary policy. With the deepening of European integration, the powers of national states and in other areas are increasingly limited. On the other hand, the gradual increase in the share of powers conveyed by the state to decentralized and regional authorities further weakens its role. Moreover, the increasing influence of liberalism on state policy and the introduction of competition among the main providers of public services also limits the possibility of the state's influence on its internal policies. Such a dynamics gives grounds for questioning the ability of states to effectively manage their territories. At the same time, it was noted that in most EU member states, the bodies of state power have long been the guarantor of national unity in both social and territorial terms. Such a “unity of opposites” (decentralization and centralization) is unlikely to change in the medium term.

Keywords: decentralization, powers, subsidiarity, inequality, integration, region, local self-government.

ЄВРОПЕЙСЬКІ УРОКИ ДЕЦЕНТРАЛІЗАЦІЇ

Анотація. Проаналізовано роль держави у процесах європейської інтеграції та децентралізації, визначено чинники загроз для неї. Виділено такі спільні риси децентралізаційних процесів у державах – членах ЄС, як посилення ролі регіонального рівня, необхідність вибору між різними моделями поділу повноважень між різними рівнями державного управління (виключні або спільні повноваження) та пошук шляхів належного фінансування переданих повноважень. Децентралізація також актуалізує для європейських країн проблеми територіальної нерівності та патронажу. Доведено, що національна держава є центральним актором у процесі децентралізації попри те, що цей процес формує певні загрози для самої держави. З одного боку, Євросоюз як наднаціональна організація вже обмежила деякі аспекти суверенітету своїх держав-членів, зокрема, у сфері здійснення монетарної політики. По мірі поглиблення європейської інтеграції дедалі більше обмежуються повноваження національних держав і в інших сферах. З іншого боку – поступове збільшення частки повноважень, що передаються державою децентралізованим та регіональним органам влади, ще більше ослаблює її роль. Понад те, дедалі більший вплив лібералізму на державну політику та запровадження конкуренції між основними постачальниками державних послуг також обмежує можливості впливу держави на її внутрішню політику. Така динаміка дає підстави ставити під сумнів спроможність держав ефективно управляти своїми територіями. Водночас відзначено, що в більшості держав – членів ЄС саме органи державної влади вже тривалий час є гарантом національної єдності і в соціальному, і в територіальному вимірах. Така “єдність протилежностей” (децентралізації і централізації) навряд чи зміниться у середньостроковій перспективі.

Ключові слова: децентралізація, повноваження, субсидіарність, нерівність, інтеграція, регіон, місцеве самоврядування.

ЕВРОПЕЙСКИЕ УРОКИ ДЕЦЕНТРАЛИЗАЦИИ

Аннотация. Проанализирована роль государства в процессах европейской интеграции и децентрализации, определены факторы угроз для нее. Выделены следующие общие черты децентрализационных процессов в государствах – членах ЕС, как усиление роли регионального уровня, необходимость выбора между различными моделями разделения полномочий между различными уровнями государственного управления (исключительные или совместные полномочия) и поиск путей надлежащего финансирования переданных полномочий. Децентрализация также актуализирует для европейских стран проблемы территориального неравенства и патронажа. Доказано, что национальное государство является центральным актером в процессе децентрализации, несмотря на то что этот процесс формирует определенные угрозы для самого государства. С одной стороны, Евросоюз, как сверхнациональная организация, уже ограничила некоторые аспекты суверенитета своих государств-членов, в частности, в сфере осуществления монетарной политики. По мере углубления европейской интеграции все больше ограничиваются полномочия национальных государств и в других сферах. С другой стороны, постепенное увеличение доли полномочий, передаваемых государством децентрализованным и региональным органам власти, еще больше ослабляет его роль. Более того, все большее влияние либерализма на государственную политику и внедрение конкуренции между основными поставщиками государственных услуг также ограничивает возможности влияния государства на ее внутреннюю политику. Такая динамика дает основания ставить под сомнение способность государств эффективно управлять своими территориями. В то же время отмечено, что в большинстве государств – членов ЕС именно органы государственной власти уже длительное время являются гарантом национального единства и в социальном, и территориальном измерениях. Такое “единство противоположностей” (децентрализации и централизации) вряд ли изменится в среднесрочной перспективе.

Ключевые слова: децентрализация, полномочия, субсидиарность, неравенство, интеграция, регион, местное самоуправление.

Formulation of the problem. Decentralization processes taking place in every member state of the EU. A common feature of these processes is strengthening the role of regional and local authorities, a review of their relations with the Central government of the state. The differences in decentralization due, in particular, the size of the

state, form of state structure, level of development of local self-government, socio-economic factors (level of education of its citizens, the degree of social cohesion), which determines the features of territory management at local and regional levels. However, the values that underlie the European community remains unchanged.

Analysis of recent researches and publications. The problems of decentralization is the subject of study of many branches of science such as Economics, political science, philosophy, public administration, etc. This demonstrates the complexity of the problem and the impossibility of its solution only by traditional methods of scientific research and modern management system.

We can noted American and English scientists who investigated the background and practice associated with the economic problems of decentralization: Conn M., John Lochley, M. Roseland, John.-M. Fontaine, P. Hamel, G. Houghton and others. System and support local development was considered by R. Bingham, F. Bir, G. Green, L. Cary, R. Pitman and others. The issues of development of territorial communities researched by Russian scientists, namely: P. Belenchuk, R. Brusac, V. Voronkova, A. Goshko, G. Drobenko, V. Campo, I. Kozyura, V. Kuybida, V. Mamonova, N. Orlate etc. Regional and local government were analyzed by V. Vojtowicz, J. Dechtiarenko, O. Kilievich, V. Knyazev, V. Kravchenko, N. Nizhnik, M. Pukhtynskiy etc.

However, in the Ukrainian science, the issues of the integrated consideration of European lessons of decentralization remain inadequately researched.

Formulation of the objectives (purpose) article. The purpose of this article is to develop theoretical foundations and measures to improve the domestic approaches to decentralization based on European practice.

Presentation of the basic material. In the Preamble of the Charter of fun-

damental rights of the European Union States that it “promotes the preservation and development of common values while respecting the diversity of cultures and traditions of the peoples of Europe, as well as the national identities of the member States and the organization of their public authorities at national, regional and local levels [1]. The principle of subsidiarity applies only to relations between the EU and member States and doesn’t affect the internal structure of the latter. Accordingly, the process of decentralization takes place within the territory of the States.

As follows from the provisions of the European Charter of local self-government, strengthening of self-government in the different European countries is an important contribution to the building of Europe on the principles of democracy and decentralization of power, and the right of citizens to participate in public Affairs is one of the democratic principles shared by all member States of the Council of Europe. However, decentralization is also a requirement for good management, since “the existence of local authorities with real responsibilities can provide an effective and close to the citizen administration”.

The national state is the Central actor in the decentralization process, despite the fact that this process creates certain threats for the state. On the one hand, the EU as a supranational organization has already restricted some aspects of the sovereignty of its member States, in particular, in the implementation of monetary policy. With the deepening of European integration, the powers of national states and

in other areas are increasingly limited. On the other hand, the gradual increase of powers that are transferred to decentralized government and regional authorities, further weakening its role. Moreover, the increasing influence of liberalism on public policy and the introduction of competition between the main providers of public services also limits the state's influence on its domestic policies. This dynamics gives grounds to doubt the ability of States to effectively manage their territories. However, it should be recognized that in most member States of the EU that public authorities has long been the guarantor of national unity and social and territorial dimensions. This "unity of opposites" (decentralization and centralization) is unlikely to change in the medium term.

That is, the source of the threats to the state isn't decentralization as such, but above all the number of other factors, including economic and social exclusion, increasing imbalances in the development of territories, economic globalization, etc. Globalization, by definition, leads to the erosion of economic, cultural and other boundaries. Meanwhile, the decentralization, on the contrary, allowing each territory to maintain and develop their identity.

Nation-state continues to function as the main actor of the control areas. According to national constitutions and other laws it's authorized to organize regional and local government as one of the main foundations of democratic governance. Citizens, having had an opportunity to solve and solving local problems, gain the necessary knowledge and experience important

for effective participation in political life at the national level.

Decentralization primarily involves the provision of regional and local authorities a degree of independence that secured the national law. Discussions that often arise (in particular, on the number of levels of government) seem a bit artificial. So, municipalities are the components of the state system of each country, although different in size, organization and legal status. At the same time, they have certain common preferences and common problems: they are closest to citizens and are responsible for providing services that are most in need citizens in everyday life. The regional level corresponds to the levels NUTS 1 and NUTS 2 according to the European nomenclature of territorial units for statistics [2] and, in some States absent using a small size of the territory (Luxembourg) or create deconcentrating areas (Greece, Portugal). Also in several States formed an intermediate level between municipality and region – Department (France), province (Italy), County (Poland). These three levels form the basic structure of the control areas in most member States of the EU.

In each country, the method of organization of decentralized authorities connected with its history, political and management culture, economy, social experience. Relevant differences make it impossible for the development and implementation of common (universal) EU model. However, there is some similarity in the approaches to solving a number of problems. First of all it concerns the increased administrative role of the regional level. In federal or highly regionalized countries ter-

ritorial subjects of the federation (regions, lands) a long time at discretion resolved issues of the internal device. Because of it even the unitary states incorporate regions with the special status now. In some cases, is the Islands (Azores, Corsica, Madeira), other — regions within the whole of government of the territories (Scotland, Ireland, Wales in the UK, the region of Ile-de-France in North-Central part of the French Republic). The movement toward a further diversification of institutions and institutions also affects the system of local government in Federal and unitary States. In particular, States are forced to reform the administrative-territorial system subject to the availability of underdeveloped rural areas, the need to create conglomerates of cities and the development of inter-municipal cooperation. So France is traditionally the unitary state, depending on the size of the isolated community of municipalities, community of agglomerations, urban communities, and in the near future metropolis. Such complexity means the only attempt to harmonize the functioning of very different territories within the single state, and that determines the popularity of decentralization, able to take into account the diversity of administrative-territorial units of the country.

The next problem, you have to address Europe in the course of decentralization lies in the choice between equality and hierarchy in the relations between the different regional and local institutions. In the French Constitution, for example, enshrined the principle that no local authority may not exercise the power or carry out supervision over other authorities, but in

reality this is more of a formality than a practice. Instead, in the legal field of Germany, the hierarchy in the relationship between the different levels of government is given priority: the legal acts adopted by the land authorities obligatory for local self-government bodies located in their territories, and the higher level of regional (local) authorities has the right to supervise for the activities of the lower. Both the first and the second approaches have disadvantages. In the French system of formal equality that doesn't correspond to the actual practice of relations of subordination between the various levels of government, isn't conducive to the development of cooperation between regions, departments or municipalities, and doesn't exclude the possibility of competition between them, which leads to blurring of responsibilities. The German-elected hierarchy contributes to the re-concentration of power at the land level and contradicts the formal imperatives of decentralization. However, despite the diversity of national experiences, the idea of providing a regional level of responsibility for the maintenance of unity of system of local self-government finds more and more supporters.

Clear separation of powers between the state and various local and regional authorities is a basic requirement for effective public management. The European Charter of local self-government in article 4 notes that "the basic powers and functions of local governments are determined by the Constitution or by law. However, this provision doesn't preclude the granting to local governments powers and responsibilities for specific purposes in accordance

with the law. Local authorities within the law have every right to freely decide any question not withdrawn from their competence and which isn't assigned to any other institution. The Charter also States that the powers conferred upon local authorities, as a rule, should be full and exclusive. They cannot be suspended or restricted other Central or regional authority, unless required by law" [3].

The mechanism of the exclusive competence applies in Belgium, where every authority is vested with the authority dedicated only to him: the issues related to sovereignty are the responsibility of Federal institutions; cultural issues, health care and social assistance fall within the competence of the communities, and questions of housing and communal services partially within the scope of competence of the regions. Exclusive authority means that there can be no interference from the Federal government. The principle of shared authority is practiced in a federated Germany. According to the Constitution the Parliament of the Federation has exclusive powers in clearly defined areas; and the land are denied the right to adopt legislation in several areas (foreign Affairs, defense, free movement of goods and people, credit and monetary policy, customs, railway, postal and telecommunication services), except when Federal law allows you to adjust a certain relationship. Exclusive powers of the land are determined by special provisions of the Constitution (culture, education, local business and the like). According to the Constitution of the land guarantees municipalities the right to regulate relations in the framework of their

own responsibility and in the framework of the law, primarily deals with all issues of local communities: local public transport, local roads, supply of gas, water, electricity, construction and urban planning, construction and support of primary and secondary schools, theaters, museums and hospitals, sports infrastructure. However, according to most experts, Germany moves to a more complex system of separation of powers that is increasingly difficult to understand, therefore, from time to time there are calls for revision and a clearer definition of powers between the federal parliament and the lands, especially given the increasing impact of EU legislation on the domestic policy of the states -members

In Italy the separation of emergency powers between state and regions is more consistent with the best interests of Rome. A number of exclusive powers assigned to the public authorities of Spain and the Autonomous communities. It's obvious that the system of emergency powers helps the citizens to understand and know exactly what kind of authority is responsible for a specific field. It should be noted that this mechanism doesn't exist in his "perfect pure" form, because there are cases of exceptional powers, coincident with concentrated powers. Moreover, strict separation of powers doesn't always provide effective management of the territories, particularly as you get closer to the basic level of the territorial structure of the state.

The modern experience of decentralization gives more arguments in favor of practices that introduced mechanisms of joint powers tested first of all, unitary States: each level of go-

vernment is responsible for matters corresponding to his level, and it's open to interference by other authorities of the same or higher level. In France the municipalities are responsible for primary education; the Department for social services and colleges; the regions for land management, training and higher education. Poland is also an example of collaborative models of authority: the commune and the province are engaged in water supply and sanitation and maintenance of public roads. When it comes to social services, education and culture, all three levels are responsible for them (gmina, county and voivodship). This approach has certain advantages: it creates favorable conditions for the development of cooperation between the various authorities; increases the possibility of raising the funding needed to implement important for the local and regional level projects. Among the disadvantages of this approach is that it complicates the understanding of citizens, administrative body which meets sphere.

If decentralization involves the division of powers between the state and the various levels of regional and local self-government, it means that this division should be clear and accompanied by adequate financial mechanisms. Decentralization cannot be used for the deliverance of the state from liability for those services that she is unable to provide for lack of financial resources. Decentralization is aimed at providing safeguards for effective management at lower levels of elected bodies based on democratic principles.

This is stated in article 9 of the European Charter of local self-government: "local self-government Bodies

are entitled within national economic policy to adequate financial resources of their own, which they may dispose freely within their powers. The financial resources of local governments match the powers provided by the Constitution or by law. ... Financial system that constitute the core resources of local governments are sufficiently diversified and flexible, and should provide the opportunity to bring available resources to the extent practicable, in accordance with the actual increase in the cost of the tasks they perform".

Also, the mechanism of financial equalization should operate. The Charter identified two fundamental principles: the principle of involving the local authorities own resources, which it may freely dispose of (responsibility principle) and the principle that these resources should allow it to execute its powers in the usual way (principle of adequacy). However, in practice, many European countries, especially in situations of economic crisis, the empowerment of local authorities is often ahead of its authorization for sources to produce resources to the extent necessary for the proper implementation of these powers.

The deepening of decentralization also requires the solution of two problems: cavities and patronage. Inequality is directly connected with the nature of decentralization as such, as provides for the transfer of authorities to regional and local levels certain powers of the Central government, delegation of responsibility, together with appropriate financing. However, in each country, the bodies of regional and local authorities have different possibilities of financing their activities in providing

services to the population. The least developed municipalities and regions find themselves in a situation in which provide public services poorer quality and in smaller volume than more affluent and, therefore, are forced to seek additional sources of budget revenues, including facing the need to increase the tax burden on residents and businesses. To avoid this threat, decentralization must be complemented with mechanisms aligned with respect to the distribution of public resources across decentralized institutions. A strong territory – developed autonomy – at least “without enthusiasm” refer to such solidarity.

The patronage is the result of inequality of relations between regional or local authorities and “patron” – the citizens who receive protection or benefits in exchange for loyalty or political support. The more authority and resources transferred to local and regional level, especially the political forces are interested in the maximum control of the relevant representative bodies, allocating local budget funds for project financing and disposing of other material resources of society to meet the needs of their most loyal voters. Pretty quickly the party affiliation becomes the defining characteristic for employment in local/regional authorities or obtaining contracts. So for certain regions of Italy typical of the close connection of political parties with mafia groups, which determine local policy. That is, for several election cycles, the political party that “bribing” so voters can subdue the municipality or the region, turning them into their fiefdom, rewarding its members and supporters, while creating artificial

obstacles to the activities of the opposition forces, using undemocratic methods. Combating this phenomenon must be integrated, in particular, to include activities such as increasing transparency in work of public authorities, rule of law, strengthening of responsibility and accountability of officials and members of representative bodies, effective policies of prevention and combating of corruption at all administrative levels.

It’s important to prevent abuse of certain groups of potential elections, and other forms of “participatory democracy”, the tools of which generally increases along with decentralization changes. We need a legislative fuses from the use of decentralization and its inherent democratic procedures in the interests of certain groups and individuals to the detriment of the communities.

Conclusions and prospects for further research. Despite a fairly widespread concern that decentralization in the context of globalization and deepening European integration forms an inevitable and insurmountable threat to the sovereignty of European Union States, these States continue to play a functionally transformed, but, as before joining the EU, the leading role in the management of their territories. One manifestation of this is that each of the States of the European Union develops and implements its own specific national decentralization reform as a response to the global public demand for the development of democracy, improving the efficiency of social control, his approach to people and their needs.

In the process of such reform in the most troubled look practice with the

advantage of the introduction of the exclusive competence of the Central, regional and local levels of government. The greatest show validity of the model of decentralization, focused on the optimal combination of power and capacity of Central, regional and local authorities. Such models contribute to better mobilization and more efficient use of resources for the implementation of projects jointly undertaken by governments at various levels in the interests of communities and citizens. At the same time, they aren't deprived of such shortcoming as blurring the accountability of these bodies for the progress and results of their work.

To problematic aspects of decentralization of governance in the EU belongs to such reorganization of the financial and economic system that the resource was provided by the national government and the joint interests of the EU, together with the endowment of bodies of regional and local self-government in these countries financial capabilities, sufficient for the proper realization of the whole complex of their powers, in particular, given the importance of conflict-free alignment of territorial imbalances.

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FEATURES OF THE MAIN APPROACHES OF PUBLIC ADMINISTRATION USE TO PROFESSIONAL AND AMATEUR ARTS

Abstract. The article describes some peculiarities of using the basic approaches of state administration for professional and amateur arts. It is established that for the State it is necessary to provide an assistance to artistic development in all spheres of its appearance. The use of an indicative approach to professional and amateur art management is recommended. It is revealed that indicative state management of art will be able to transform the subjects of management into the subjects of responsibility, who will achieve clearly defined spiritual and educational tasks and become accountable. This will contribute to systematic assessment of the practice of state and municipal management of professional and amateur art and will allow to adjust educational policy at all levels of government – the state, the region, the settlement, a separate union of artists.

It is proved that the formation of professional and amateur arts in the system of public administration should take place through the process of understanding the aspects of individual and group behavior, the system analysis, planning methods,

motivation and control, quantitative methods and decision making. Applying the philosophical approach to the problem under study, I believe that a healthy society can not be imagined without art. Man in its essence tends to be beautiful, to recreate the surrounding world through the prism of their own feelings of objective reality in works of art. That is why, for the state, it is extremely necessary to ensure the promotion of artistic development in all areas of its manifestation.

It is noted that one of the main approaches of the state administration to the formation of professional and amateur art is the author of this article considers the philosophical approach. There are also special connections of personality and social factors that determine the spiritual crisis of man.

Keywords: system, process, situational, indicative, approach, amateur, professional art, state administration.

ОСОБЛИВОСТІ ВИКОРИСТАННЯ ОСНОВНИХ ПІДХОДІВ ДЕРЖАВНОГО УПРАВЛІННЯ ДО ПРОФЕСІЙНОГО ТА АМАТОРСЬКОГО МИСТЕЦТВ

Анотація. Схарактеризовано особливості використання основних підходів державного управління до професійного та аматорського мистецтва. Встановлено, що для держави вкрай необхідно забезпечити сприяння мистецького розвитку в усіх галузях його прояву. Рекомендовано застосування індикативного підходу в управлінні професійним та аматорським мистецтвом. Виявлено, що індикативне державне управління мистецтвом зможе перетворити суб'єктів управління на суб'єктів відповідальності, які будуть досягати чітко визначені духовно-виховні завдання і стануть підзвітними. Це сприятиме систематичному оцінюванню практики державного й муніципального управління професійним і аматорським мистецтвом та надасть змогу коригувати виховну політику на всіх рівнях влади, — держави, регіону, населеного пункту, окремої спілки митців.

Доведено, що формування професійного та аматорського мистецтва у системі державного управління має відбуватися через процес розуміння аспектів індивідуальної і групової поведінки, процедури системного аналізу, методів планування, мотивування і контролювання, кількісних методів і прийняття рішень. Застосовуючи філософський підхід до досліджуваної проблеми, я вважаю, що здорове суспільство неможливо уявити без мистецтва. Людина за своєю сутністю прагне до прекрасного, до відтворення навколишнього світу крізь призму власних почуттів об'єктивної реальності у творах мистецтва. Саме тому для держави вкрай необхідно забезпечити сприяння мистецького розвитку в усіх галузях його прояву.

Відмічено, що одним з головних підходів державного управління до формування професійного та аматорського мистецтва автор цієї статті вважає філософський підхід. Існують також особливі зв'язки особистісних і соціальних факторів, які зумовлюють духовну кризу людини.

Ключові слова: системний, процесний, ситуаційний, індикативний підхід, аматорське, професійне мистецтво, державне управління.

ОСОБЕННОСТИ ИСПОЛЬЗОВАНИЯ ОСНОВНЫХ ПОДХОДОВ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ В ПРОФЕССИОНАЛЬНОМ И АМАТОРСКОМ ИСКУССТВЕ

Аннотация. Охарактеризованы особенности использования основных подходов государственного управления к профессиональному и любительскому искусству. Установлено, что для государства крайне необходимо обеспечить содействие художественного развития во всех сферах его проявления. Рекомендовано применение индикативного подхода в управлении профессиональным и любительским искусством. Выявлено, что индикативное государственное управление искусством сможет превратить субъектов управления в субъектов ответственности, которые будут достигать четко определенные духовно-воспитательные задачи и станут подотчетными. Это будет способствовать систематической оценке практики государственного и муниципального управления профессиональным и любительским искусством и позволит корректировать воспитательную политику на всех уровнях власти — государства, региона, населенного пункта, отдельного союза художников.

Доказано, что формирование профессионального и любительского искусства в системе государственного управления должно происходить через процесс понимания аспектов индивидуального и группового поведения, процедуры системного анализа, методов планирования, мотивации и контроля, количественных методов и принятия решений. Применяя философский подход к исследуемой проблеме, я считаю, что здоровое общество невозможно представить без искусства. Человек по своей сути стремится к прекрасному, к воссозданию окружающего мира сквозь призму собственных чувств объективной реальности в произведениях искусства. Именно поэтому для государства крайне необходимо обеспечить содействие художественного развития во всех сферах его проявления.

Отмечено, что одним из главных подходов государственного управления к формированию профессионального и любительского искусства автор данной статьи считает философский подход. Существуют также особые связи личностных и социальных факторов, которые обуславливают духовный кризис человека.

Ключевые слова: системный, процессный, ситуационный, индикативный подход, любительское, профессиональное искусство, государственное управление.

Target setting. In the process of science development, the state governance principles, methods and styles, together with the forms of practical management, in total, became the basis of influence, which, in turn, formed certain approaches. Such complexes of pragmatic structures and mechanisms characterizing strategies in science have become the object

of many Ukrainian scientists' attention.

There are most common four approaches to management. One of them is traditional approach (when there are different management schools, for example, "scientific management", "administrative management", "human relations and behavior science" are distinguished), together with systemic, process and situational.

According to candidate of economics A. S. Bezrodnaya, more than 13 approaches to management are known. These are: administrative, dynamic, integration, reproduction, complex, process, marketing, behavioral, normative, functional, quantitative, systemic and situational" [1, p. 119]. According to my opinion, one should focus exclusively on approaches that can be applied in the synthesis of the formation of public administration mechanisms for the professional and amateur arts development. The first approach in the sphere of influence, I consider strategic management, which can include decision-making in terms of management methodology, system, diagnostics of the situation.

Ukrainian scientist V. A. Kharchenko believes that consequence of the strategic management introduction will be increase some positive result of financial and economic activity. The scientist focuses on using the theory of systems in management. This is precisely what caused the formation of a systematic approach as a cognition method. The system approach as a way of thinking, in terms of organization, reveals all the elements of management activity. In the context of our study, a similar organization is a union of professional

or amateur artists. Such components of a systematic approach as task, function, and methods are interconnected and affect each other. Through the prism of such an approach, the organization is considered as a system with an input (the purpose of activity), output (activity results), internal and external connections, factors of influence" [2, p. 157]. The author of this scientific work agrees with V. A. Kharchenko's opinion concerning the fact that it is possible to investigate the development and functioning, the structure of the whole, to establish the special features of the elements of the organization and to trace the interrelations and interactions with the help of a systematic approach. The urgency of considering other approaches in public administration to the development of professional and amateur art arises as a result of complex social, political and economic circumstances nowadays.

Analysis of recent research and publications. Many leading Ukrainian scholars such as Y. S. Kolodiy, I. V. Kononova, O. Kuzmin, N. Petryshyn, N. Syrotinskaya, V. Semenova and others devote their works to the main managerial approaches. The value of their work is due to the fact that these approaches are theoretically substantiated by scientists. They are new in relation to the introduction into the state administrative space of professional and amateur arts.

The purpose of the article is to substantiate the peculiarities of using the basic approaches of public administration to professional and amateur arts, based on the analysis of modern Ukrainian scientific researches.

The statement of basic materials.

Bearing in mind the systematic approach, we believe that the effectiveness of public administration in the professional and amateur arts development in a holistic organization depends on the effectiveness and interaction of all its parts in a whole. As a continuation of systems' theory, a situational approach as a way of state thinking regarding the organization of professional and amateur arts is considered.

In general, Ukrainian scientist V. A. Kharchenko outlines such factors, that created certain situations and became the most influential in identifying advantages and disadvantages, and situational constraints, along with the choice of constraints, consequences of the situation, the choice of specific techniques and management methods for any particular situation [2, p. 157]. The use of such approach to art management will result in the effective achievement of managerial goals necessarily.

Ukrainian scholars O. Kuzmin, N. Petryshyn, N. Syrotinskaya observe that the situational approach has its basis as a determining factor in the circumstances that influence on the organization for a certain time period. A similar aims' set for getting some management tools addresses the specific management situations most effectively and achieve the goal set before the organization [3, p. 3]. In our case, this means some finding a state strategy in overcoming the spiritual crisis of society by the mechanisms of artistic organizations influence upon the population of the country.

Taking into account the scientific research of O. Kuzmina, N. Petryshyn,

N. Syrotinskaya, I consider that the formation of professional and amateur arts in the system of public administration should take place through the process of understanding special aspects of individual and group behavior, the procedure of system analysis, methods of planning, motivation and control, quantitative methods and decision-making [3, p. 5].

Regarding our topic, it becomes clear, that such an approach is appropriated for artistic associations and enterprises. In the process of state strategic management of art, the author considers it expedient to use a systematic approach, which "allows us to consider the elements of management comprehensively (their composition, strength, level of community in the system) structure (type of structure, relationships, interdependence on the quantitative and qualitative level), functional appointment (functions of subsystems, elements), integrative aspect (identification of system goals, contradictions and ways of their elimination, definition of the main link), communicative aspect (identifying relationships with other subsystems and elements) and the historical aspect (research stages of development systems, forecasting its prospects)" [2, p. 157].

This approach, I believe, allows to manage the artistic associations and enterprises and to ensure the achievement of general national importance goals.

In order to implement approaches, the main provisions of which can be used to provide strategic state management of the professional and amateur arts' formation, we have to stay on the approaches that are used at each stage within the strategic management.

These approaches are systemic, process and functional. As it noted by Ukrainian scholars, Professor L. I. Chernobay & O. I. Duma, modern science operates with four main approaches to management, such as namely: process, system, situational and functional. "They evolved in the course of the science of governance development. Efficient functioning of the organization doesn't depend on its individual components, but is the result of close interaction between them. Evolution of the system occurs as a result of its adaptation to the external and internal environment challenges" [4, p. 189].

In the formation of professional and amateur arts, public administration will function effectively as a result of close interaction between individual artists and artistic associations with the authorities. "The system approach considers the activities of the enterprise as a sequence of interconnected processes, flowing in all units, with the involvement of different services and focused on the implementation of strategic goals" [1, p. 123]. That is, all enterprises related to the creation of artistic designs, are able to attract various public services in order to create high-quality works of art, unique in appearance and content. "The situational approach is based on the need to manage the organization by taking into account a set of circumstances that have an impact on the effectiveness of its functioning" [2, p. 189]. According to the situational approach, we can state that the most important for effective formation of professional and amateur arts in the system of public administration is the identification of key situational factors that have the greatest influence on

their ability to be competitive in the vast majority of situations.

Ukrainian scientist I. V. Kononova believes that the situational approach guides managers to use the possibilities of direct application of science to specific situations and conditions. The situation, according to her opinion, is the cornerstone of this approach. Circumstances, that constitute a specific set of influential factors on any enterprise at a certain time require a control system precisely situational thinking [5, p. 147]. Management, which is carried out situational, has the consequence of a decision that does not meet the established work plans. It detects potential problems. Such an approach requires management decentralization, which will provide the necessary flexibility of the structure of the organization, along with a rapid reaction to conditions that change constantly [6, p. 147]. In our case, for example, when creating a movie, there are various unpredictable situations, starting with the approval of locations for shooting and to the formation of the film cost. During such circumstances, it is necessary to involve the state structures in solving situational issues.

In the process of analyzing strengths and weaknesses, opportunities or threats that have developed at a certain time point, it is advisable to apply a situational approach. The situation approach also requires a managerial system in the formation of an alternative, when assessing and choosing a strategy when it is necessary to consider different directions of the future development of the artistic association. Adjustment of the strategy is also carried out within the framework of this approach,

depending on external and internal changes [1, p. 124].

Based on the statement of professor L. I. Chernobay [4, p. 190] that the functional approach is based on the integrated study of the main management system functions, the coordinated use of which contributes to the achievement of tactical and strategic goals of enterprises, the author of this study believes that the functional approach in the context of public administration of professional and amateur arts formation is that artistic activity will be considered as a set of functions necessary for some implementation of the public administration tasks. After the functions installed, objects would be created which an alternative to the execution with the next choice, which needs a minimum of expenses.

According to researchers, the process approach is a managerial approach for creating policies and procedures for managing the work of organization, which will enable the most effective achievement of organizational goals. Continuous, interrelated actions, in this case, contribute to the achievement of the organization goal [4, p. 190].

According to opinion of PhD in economic science O. S. Bezrodnaya, new managerial principles that form an understanding of constructing on functional and situational approaches are especially important [1, p. 172]. Olga Bezrodnaya describes the concept of “strategic management”, distinguishing between process approaches, functional, institutional and conceptual approaches [1, p. 114].

Ukrainian scholar Yuriy Kolodiy also distinguishes systemic, process,

situational, substantive and functional approaches to management. The system approach is defined by Ukrainian scientist as determining the basic organizational elements and adapting them to a higher level [6, p. 172].

As for the author’s of this study point of view, public administration in the field of art should be considered as a process, because of achieving state administration goals with the help of others are series of continuous inter-related actions.

According to Ukrainian scientist Yu S. Kolodiy, such actions are procedural administrative functions, the sum of which represents the whole process of management. The process approach reflects an integration of all activities into a single chain. “Such attention focuses on the relationship of individual actions, each of them, in turn, is some process” [6, p. 173]. Based on such a statement of the scientist, we can say that the arts management is a managerial function that changes in time and space dynamics, and is closely interconnected. The starting point of a situational approach is an assertion that there is no single way of organization. At different stages of enterprise development, different types of organizational structures are required by types [6, p. 173]. The situational approach for public administration of professional and amateur arts formation can’t be limited to a separate branch.

With the help of a situational approach, an adaptive principle of strategic management, which is the main principle, in our case – strategic state management of art can be realized. The essence of this approach will be in the system of planning, organizational

structure and culture organizations will react to changes in the external environment.

In the state administration of professional and amateur art forming, the essence of the subject approach is to improve each existing object to every material and technical provision.

Another important, in my opinion, approach is indicative. According to Ukrainian scientist Y. S. Kolodiy, such a management approach will turn the subjects of management into the subjects of responsibility. And it's good, in my opinion, because there will be some reorientation towards achieving clear socio-economic objectives. The end result will be controlled and accountable. Mechanism of clearly defined indicators will help assess the practice of state and municipal governance systematically. As a result, it will allow to correct the cultural and artistic policy at all levels: state, regional, individual artistic enterprise. "As a result, this means — technologically direct administrative procedures for regulating the economy and public relations for achieving the ultimate goals and results" [6, p. 177]. That is, in the context of this article, an indicative state management of art will be able to transform the management subjects into subjects of responsibility that will achieve clearly defined spiritual and educational tasks and become accountable. Such kind of mechanism will promote a systematic assessment of the state and municipal management practice in professional and amateur art and will allow to adjust educational policy at all levels of government: state, regional, a separate union of artists. "Indicative management and planning involves the development of government

decisions, not on the basis of general political intentions and abstract tasks, but on the basis of clear quantitative and qualitative parameters that should be achieved by the authorities and management within a specified period" [6, p. 177].

Consider the functions of indicative management in the formation of professional and amateur arts in the system of public administration. First, it is a statement of goals and predictions, which consists in the education of society and public consciousness. Goal setting consists of three components: analysis of the initial level of the object of indicative management state, setting goals & forecasting. After the goal has been determined, planning should be done by the public administration. Planning will include an investment program, a government order and, of course, a budget. Planning will be some kind finance management, as a result of which there will be a state management of the artistic works implementation, accounting, control and profit management tools. Management of implementation will necessarily have regulatory and methodological support, which, in turn, will move to information provision. Consequently, we have a cyclic structure of the indicative management function in the formation of professional and amateur arts in the system of public administration.

History of management, in general, gives the opportunity to highlight such substantive-role approaches of management: management as art, management as a science, management as a process, management as a function on opinion of modern Ukrainian scientist, PhD in economic sciences, the senior lecturer

I. V. Kononov. The ability to effectively use the accumulated experience of scholars determines art, because it contributes to the efforts of members of the entire team to achieve common goals [5, p. 147]. By defining management as a science, the researcher focuses his attention on the availability of the subject of study, specific problems and approaches to their solution, the establishment of causal relationships. The only chain of all kinds of integration activities for the solution of managerial problems is defined as a process [5, p. 147].

As a function, management is implemented through the actions of planning, organization, management, coordination, control, motivation, leadership, communication, research, evaluation, decision-making, recruitment of qualified specialists, representation, negotiation, conclusion of agreements [6, p. 147].

According to V. G. Semenova, PhD of economic sciences, the realization of certain management functions is a basic concept and does not depend on what approach in management is implemented. "Regardless of what management activity is directed at (functional unit management or business process management), it is necessary to identify clearly with planning the volume of production, the necessary resources, stages and timing, to organize the main and auxiliary processes, to control the implementation and achievement of the necessary indicators, coordinate the activities of all elements of the process, motivate employees to perform their duties" [7, c. 279]. The implementation of these functions does not provide a clearly defined sequence, according to the scientist, be-

cause "under the influence of factors of the external and internal environment there is a continuous process of adjusting the enterprise, including organization, plans, control and coordination measures" [7, p. 279]. There is another approach to the formation of professional and amateur arts in the public administration system, which, in my opinion, should be remembered – this is a historical approach. We must take into account the disadvantages of the previous experience, because, in fact, the management hierarchy remains the same. Historical approach is realized in the scientific work of modern Ukrainian scientist, candidate of historical sciences Lyubov Krupnik [8], who considered the problem of state policy in the field of Ukrainian professional art during the "Soviet totalitarian system" [8, p. 2].

In examining the problems of art in the system of public administration, in the opinion of the author of this work, it is advisable to bear in mind the historical context of the relationship between state and professional and amateur art. Let's turn to scientific research of the Ukrainian scientist Lyubov Krupnik. The investigator notes that in the Soviet period there was an increase in the bureaucratic bureaucracy in the system of cultural institutions. It was a state apparatus that provided funds, both budget and subsidized to cultural institutions. Therefore, this contributes to the fact that the artists were dependent on the bureaucracy, from the officials. The development of professional art has been allocated the smallest budget [8, p. 11].

Thus, having many shortcomings, nevertheless, the system of professional

and amateur art public administration, in terms of the historical approach, ensured the stable functioning of the arts and provided the encouragement of talented individuals to cooperate.

From the point of view of the functioning such a structure as socio-cultural construction, scientists characterize it as uniting in itself the various directions of activity of the state system. These are activities aim of which is at satisfying the aesthetic, intellectual and other spiritual people needs, their social protection, the formation of a person, its education and upbringing [9].

Ukrainian scholar Irina Shcherbakova observes that the crisis situation in modern Ukrainian society can be attributed to the financial crisis and transformations that have been transformational in recent decades. According to the scientist's point of view, finding out the causes of the personality spiritual crisis of, the factors to overcome it, require the attention of scholars [10, p. 2]. A healthy society cannot be imagined without art. That is why, for the state, it is extremely necessary to ensure the promotion of artistic development in all areas of its manifestations. This is a way to overcome the spiritual crisis.

Consequently, one of the main approaches of public administration to the formation of professional and amateur art is the philosophical approach. There are also special connections of personality and social factors that determine the spiritual crisis of man.

Therefore, in order to prevent such thing, it is necessary to improve professional and amateur art the state administration. Art is one of the tools of

the educational process, since all the best that has been created by mankind is reflected in the artistic works. The spiritual crisis generates a state of uncertainty, which is a state of loss of spiritual equilibrium. It is some consequence of a violation of the person's system value orientations when it is separated from the spiritual beginning. That is why it is important to form some right system of state management of art in order to prevent the spiritual crisis of our society.

As it has been proved by Iryna Shcherbakova, modern society is struck by the spiritual crisis, and the main factors of its overcoming are such as the cessation of the socio-economic crisis, which, in the opinion of the author of this article, is possible only with the help of the state. State administration in the field of arts should develop and implement state anti-stress programs for the development of personality and society.

The main factors in overcoming the spiritual crisis of personality in modern conditions are, in the opinion of the author of this article, the introduction of effective socio-economic and political reforms to support the development of professional and amateur arts, capable of providing a full-fledged existence of the individual at the level of art in the system of public administration [10].

Conclusions. After analyzing the scientific research of Ukrainian scientists, it can be argued that the influence of art on the improvement of society is possible, if the state administration of the artistic sphere maintains and improves. Art strengthens the power of the spirit, harmonizes the forms of mani-

festation of spirituality, which in turn changes the social.

Taking into account the works of modern scholars, I believe that the formation of professional and amateur arts in the system of public administration should take place through the process of understanding some aspects of individual and group behavior, system analysis procedures, methods of planning, motivation and control, quantitative methods and decision-making. Applying the philosophical approach to the problem under study, I believe that a healthy society cannot be imagined without art. Man in its essence tends to be beautiful, to recreate the surrounding world through the prism of their own feelings of objective reality in works of art. That is why, for the state, it is extremely necessary to ensure the promotion of artistic development in all areas of its manifestation. This is a way to overcome the crisis of the spiritual. We recommend to improve state administration of professional and amateur art.

Another important, in my opinion, approach is indicative. That is, in the context of this article, indicative state management of art will be able to transform the subjects of management into subjects of responsibility that will achieve clearly defined spiritual and educational tasks and become accountable. The aforementioned mechanism will promote a systematic assessment of the practice of state and municipal management of professional and amateur art and will allow to adjust educational policy at all levels of government, such as state, regional and a separate union of artists.

Indicative management in the formation of professional and amateur arts

in the system of public administration will be carried out through the setting of goals and predictions, which are the education of society and public consciousness. The goal setting consists of three components: analysis of the initial level of existence of professional and amateur art in the system of public administration, setting goals, forecasting. After the goal has been determined, planning should be done by the public administration. Planning will include an investment program, a government order and, of course, a budget. Planning will be the management of finance, as a consequence, there will be state management of the implementation of artistic works, accounting, control and profit management tools. Management of implementation will necessarily have regulatory and methodological support, which, in turn, will move to information provision. Consequently, we have a cyclic structure of the indicative management function in the formation of professional and amateur arts in the system of public administration. The presentation of strategic management in the form of stages is the implementation of a process approach to art management.

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SPECIAL THEORY OF ADMINISTRATIVE – LEGAL REGULATION OF INFORMATION SECURITY OF THE SOCIAL SYSTEMS

Abstract. The article deals with the principles of creating a special theory of administrative and legal regulation of information security, analyzes the process of its analogy with physical laws, analyzes the threats and dangers to interests and all information security that affect the process of modeling, determines the principles of constructing and researching models of information security of social systems.

It was noted that the administrative and legal regulation of information security is due to the need for state management of the processes of formation and use of information resources, the creation and application of information systems and the provision of information security of social systems. It is proved that to a large extent information security is caused by the need for administrative regulation of information relations in various spheres that form the system itself and maintain its integrity. It is determined that the administrative and legal basis of informa-

tion security of social systems should provide an ideal state of activity of subjects, system and its models. Selected concrete administrative and legal principles of information security, such as physical formulas, create its model. Of course, for each social system, the model of information security is individual. However, there are also general patterns of modeling, for example — the construction of the model should be based on the simple and optimal (as we are referred to by the flow of light), administrative and legal principles.

It is proved that high rates of development of information technologies, create new requirements to the sphere of security in general and to information security in particular. The reform of the legislation regulating activity in the field of information security should be based on the proper scientific theory. What is urgent is the need to create a General Security Theory, which would explain and regulate the set of processes of ensuring the safety of society.

Keywords: special theory, information security, modeling, administrative-legal regulation, safety of social systems.

СПЕЦІАЛЬНА ТЕОРІЯ АДМІНІСТРАТИВНО-ПРАВОВОГО РЕГУЛЮВАННЯ ІНФОРМАЦІЙНОЇ БЕЗПЕКИ СОЦІАЛЬНИХ СИСТЕМ

Анотація. Розглянуто принципи створення спеціальної теорії адміністративно-правового регулювання інформаційної безпеки, досліджується процес її аналогії із фізичними законами, аналізуються загрози та небезпеки інтересам та всій інформаційній безпеці, що впливають на процес моделювання, визначаються принципи побудови та дослідження моделей інформаційної безпеки соціальних систем. Відмічено, що адміністративно-правове регулювання інформаційної безпеки обумовлено необхідністю державного управління процесами формування і використання інформаційних ресурсів, створення і застосування інформаційних систем і забезпечення інформаційної безпеки соціальних систем. Доведено, що у значній мірі інформаційна безпека обумовлена потребою адміністративного регулювання інформаційних відносин у різних сферах, що утворюють саму систему та підтримують її цілісність. Визначено, що адміністративно-правові засади інформаційної безпеки соціальних систем повинні забезпечувати ідеальний стан діяльності суб'єктів, системи та її моделей. Обрані конкретні адміністративно-правові засади інформаційної безпеки, на кшталт фізичних формул, створюють її модель. Звичайно, для кожної соціальної системи модель інформаційної безпеки є індивідуальною. Проте є і загальні закономірності моделювання, наприклад — побудова моделі повинна відбуватись на основі простих та оптимальних (як згадуваний нами потік світла), адміністративно-правових засад.

Доведено, що високі темпи розвитку інформаційних технологій породжують нові вимоги до сфери безпеки в цілому і до інформаційної безпеки зокрема. Реформування законодавства, що регулює діяльність у сфері інформаційної безпеки має відбуватись на базі належної наукової теорії.

Нагальною є потреба створення Загальної теорії безпеки всього, яка б пояснювала та регулювала сукупність процесів забезпечення безпеки суспільства.

Ключові слова: спеціальна теорія, інформаційна безпека, моделювання, адміністративно-правове регулювання, безпека соціальних систем.

СПЕЦИАЛЬНАЯ ТЕОРИЯ АДМИНИСТРАТИВНО-ПРАВОВОГО РЕГУЛИРОВАНИЯ ИНФОРМАЦИОННОЙ БЕЗОПАСНОСТИ СОЦИАЛЬНЫХ СИСТЕМ

Аннотация. Рассмотрены принципы создания специальной теории административно-правового регулирования информационной безопасности, исследуется процесс ее аналогии с физическими законами, анализируются угрозы и опасности интересам и всей информационной безопасности, влияющие на процесс моделирования, определяются принципы построения и исследования моделей информационной безопасности социальных систем. Отмечено, что административно-правовое регулирование информационной безопасности обусловлено необходимостью государственного управления процессами формирования и использования информационных ресурсов, создание и применение информационных систем и обеспечения информационной безопасности социальных систем. Доказано, что в значительной степени информационная безопасность обусловлена потребностью административного регулирования информационных отношений в различных сферах, образуют саму систему и поддерживают ее целостность. Определено, что административно-правовые основы информационной безопасности социальных систем должны обеспечивать идеальное состояние деятельности субъектов, системы и ее моделей. Избранные конкретные административно-правовые основы информационной безопасности, вроде физических формул, создают ее модель. Конечно, для каждой социальной системы модель информационной безопасности является индивидуальной. Однако есть и общие закономерности моделирования, например — построение модели должно происходить на основе простых и оптимальных (как упоминавшийся нами поток света), административно-правовых основ.

Доказано, что высокие темпы развития информационных технологий порождают новые требования к сфере безопасности в целом и к информационной безопасности в частности. Реформирование законодательства, регулирующего деятельность в сфере информационной безопасности, должно происходить на базе надлежащей научной теории. Неотложной является необходимость создания Общей теории безопасности всего, которая объясняла и регулировала совокупность процессов обеспечения безопасности общества.

Ключевые слова: специальная теория, информационная безопасность, моделирование, административно-правовое регулирование, безопасность социальных систем.

Formulation of the problem. The high pace of information technology development, the introduction of high-tech devices in the production processes, training, communication, everyday life of the ordinary citizen, the steady growth of the role of information, its impact on the state, society, individuals, all this creates new demands on the security sector in general and information security in particular. Under such conditions, when operation of the security authorities, legislators, and sometimes scientists aren't always able to match the increasing demands and threats, openly trailing from reality, the very acute need for a theory that would become a cornerstone for law-making, enforcement, research activities in the field of legal regulation and practical implementation of information security, which will allow to systematize existing knowledge, to crystallize them, to remove excess, to form the basis for further development. Thus, the strategic goal of our research is to create a General theory of the security of the entire (STBV), which could explain and regulate a set of security processes of companies. Create STBV is a goal that should be treated as the creation of the general theory of relativity of A. Einstein. Create STBV will include the development, presentation, and communication of General laws of development and security, which would represent a fine universal formula. According to plan, the conclusion is simple and accessible to the General theory of security can only be proved after the creation and development of the laws of the Special theory of administrative-legal regulation of information security of social systems (STARS) at different

levels of complexity, which will cut unnecessary regulatory complications in the legislation.

Analysis of recent researches and publications. Individual aspects of information law and administrative-legal regulation of information security in particular have devoted their attention to domestic and foreign scientists: I. Aristova, N. Banchuk, K. Belyakov, V. U. Baskakov, V. Brizhko, D. Dovgal, G. Vinogradova, L. Zadorozhnaya, V. Sarosilo, R. Kalyuzhny, M. Koval, B. Kormych, V. Lipkan, A. Marushchak, A. Movchan, A. Podolyaka, E. Skulish, V. Tsimbalyuk and others.

However, the rapid development of information technology, the transformation of social relations, the emergence of new threats to society calls for new integrated studies-defined scope with a view to the formation of the special theory of administrative-legal regulation of information security of social systems.

The purpose of this article is the proof of the necessity of creating the special theory of administrative-legal regulation of information security of social systems (STARS), and the formulation of its principles, in analogy with the physical laws.

Presentation of the basic material. Everything in the Universe obeys rational and simple, objective laws of physics and synergetics, and develops exclusively in the framework outlined by them. Even light and heat are transmitted in a straight line, that is the simplest and shortest way that provides the greatest sense and the economy [1]. Why, then, are the laws of security companies should create complex and develop the shortest and most efficient

way? After all, the unfounded and irrational complexity creates many weak points, the contradictions, which in turn reduces the effectiveness of these laws, sometimes reducing it to zero.

At the same time, it's worth noting that not always a ray of light travels in a straight line. On the verge of two States (e. g. air and water or air and glass), the light changes its direction. Why? Because the function of light — is to reach your goal in the shortest period of time while minimizing the cost of energy for what it needs to choose the most effective and fastest way. For a better understanding of our ideas we present an analogy with the dangerous situation. Pretty girl begins to sink in the sea, a lifeguard, noticing this, runs to save her. The lifeguard can run the beach straight on (perpendicular) to the water and then swim diagonally to the girl. But then it's much more time in swimming, he'll get to sinking girl later, because the swim speed is much lower than the running speed. The rescuer may also be approached by land to a point which is the closest to the girl (for example — to run out on the pier, which is issued far out to sea) and from there to sail. However, the total time that it needs to be spent on the overcoming of such a path may be too large. That is, the optimal route will lie somewhere between the above extremes. So, as light chooses the optimal path in two different environments where it will be spent less time to achieve the goal, and as the rescuer selects the optimal route, which will be the victim and security theory should be as simple as possible, but to have sufficient (not excessive) level of complexity for the optimal performance of its functions.

When creating this theory, you should display beautiful and simple security laws by analogy with physical ones. Further derived laws should be reflected in the regulations, which will gradually transform regulatory legislation in the sphere of security in a slender, harmonious design with sufficient and yet not excessive level of difficulty. The introduction of such changes, in turn, will provide transparency, clarity and simplicity in social relations. To achieve our goal, we will create a system of analogies, where the physical quantity has had its counterpart of the indicators of the security sector and law.

From the postulates of the modern physical Sciences we know that all matter around is composed of atoms and molecules, which in their existence and interaction obey the laws of physics. With the positions of social Sciences, all that surrounds us around is society, specifically the social systems of different levels of difficulty, it's also the matter. Matter, as we have noted, consists of atoms and molecules. If atoms and molecules, their interactions and movement, impossible to describe and explain within the laws of physics and using formulas, the properties of the society, its social systems, the relationship in the middle, too, must obey the same laws and formulas [2].

Safety performs in society the role of a common unifying force, glue, like the force of gravity in physics. Gravity is the basis of all physical laws in the General theory of relativity of A. Einstein. On this basis, we believe that it's possible to create STAPRIBSS, which will describe the laws and formulas such similar physical.

From the law of universal gravitation we know that the force of gravity is proportional to the mass of the bodies and inversely proportional to the square of the distance between them [1]. Drawing an analogy of this statement with the society, we propose to assume that security force, which we call “stability of the social system” may be identical with gravitation. For the notion of the definition of “security” we have prepared another analogy. Moreover, in this context, the physical concept of “force” is identical to the legal concept of “level”. The level (force) of stability depends on the structure and density of the social system and inversely proportional to the distance between the systems or their component elements.

In the macrocosm, at the level of stellar (solar) systems and in the microcosm — in the middle of the atoms, two forces act simultaneously. The first power in the middle of the atom is the force that attracts electrons (negative charge) to the nucleus (with positive charge). Simultaneously with it the force of repulsion that repels the electron, not allowing him to get closer to the core. Thus, the nucleus and the electrons attract and repel at the same time, being in the stable condition. Similarly, in the middle of the social system there are two forces, which are determined by the concept “level”. This is, firstly, the level of development of the social system which moves the components, trying to expand the boundaries of the social system, striving for expansion, increase and improvement. And the second force is the security level that connects the system limits its growth without letting it fall apart. Therefore,

the physical or natural concept of “unity and struggle of opposites” is reflected in society, in the social system.

Another postulate, which should be considered in our theory — physical energy depends on speed and gravity (mass) that flows out of the well-known formula $E = mc^2$ [2]. The stability of the social system, which depends on its reliability, but also the energy. This, in turn, depends on the volume and the mass of information in the system. And the speed of circulation of information is analogous to physical velocity. Uninterrupted operation of all information processes in the social system, their optimal speed should provide information security. This is another argument in favor of the need of the study we proposed the Special theory of administrative-legal regulation of information security of social systems (STALRISS).

As noted earlier, physical processes occur at the level of star systems and galaxies, around the celestial bodies move in regular orbits of planets and satellites, falling on their surface. The same thing we observe at the level of the microcosm — in the middle of atoms. These laws are governed by quantum physics. Therefore, I believe that the future development of the Special theory of administrative-legal regulation of information security of social systems and the General theory of security only to apply the analogy with the laws of quantum physics. This assumption is especially appropriate if you recall that all the processes in the human body are biochemical (metabolism) and electric (mental, analytical-synthetic activity) basis, that is to happen according to the laws of physical interaction.

Administrative-legal regulation of information security due to the need of state management of the processes of formation and use of information resources, creation and application of information systems and information security of social systems. Largely information security due to the necessity of the administrative regulation of information relations in various fields that compose the system itself and maintain its integrity [3].

Administrative-legal bases of information security of social systems should provide an ideal state of activities of entities of the system and its models. Selected specific legal and administrative foundations of information security, like physical formulas, create its model. Of course, for every social system model of information security is the individual. However, there are General patterns of modeling, for example – build model must be based on simple and optimal (as mentioned by us the stream of light), administrative-legal framework.

The process of ensuring information security of social systems constructed in accordance with the applicable laws and corporate regulations. Any similar process is associated with subjective perception and interpretation of the legal norms regulating these relations by the subjects. Relations arising in the sphere of ensuring information security of social systems, regulated primarily by the Constitution of Ukraine (article 17) [4]. In addition, the regulation is in accordance with the Laws of Ukraine “On information” [5] “About National program of Informatization” [6], and in addition there are Orders and Instructions relating to the social system, as

enshrined in their charters, or protocols.

Realizing that the model of information security that you want to achieve the social system is the main objective, the management and security professionals (as subject), should choose the way to achieve it. If the goal activity is the process activity, we observe a negative phenomenon, which doesn't contribute to the positive result. To achieve a specific purpose, as indicated in the preceding analogies (with the savior and a ray of light), there is always a few ways. In the process of the election the way the subjects of information security, must take into account all the existing threats and risks. The procedures and steps of selection are regulated by administrative-legal bases of information security of the social system by these principles.

In theory, this way of constructing a model of information security is considered to be the most reasonable, given the fact that all participants in the process fully understands the objectives, represent the final goal and make it impossible (or aspire to be) superfluous and erroneous actions. In practice, in our society, unfortunately seen the trend of ridiculous things when reforms are carried out without a certain obvious sense. One gets the impression that sometimes reforms are for the sake of reforms. Even worse, when changes and reforms are carried out for the purpose, which is not an ideal model for the social system, and meets the interests of only a narrow circle of people. This situation leads to the degradation of society, and further to the destruction and disappearance of the entire social system [7].

The main feature of the proposed STALRISS is enshrined in this process, the patterns and relationships of objects and phenomena inherent in the social system. The simulation process is based on the laws of reflection and general communication, in accordance with the laws of analogy, because the very models of information security are considered as an object in the process of analysis and knowledge [8].

The modeling tools depend on features of the object-system, relationships between its components, objectives of its activities and modeling techniques. By administrative processes when modeling takes place a three-fold approach: the subject of cognition (human) – model – the object of knowledge (the social system phenomenon). The principles of implementation and general relationships are the objective basis for using the model as an intermediate link in the process of knowing and analyzing the model itself. According to our plan, this is the general linear process. The introduction of models in specific cases in specific social systems, of course, there's a certain number of additional variables, however, they relate directly to individual cases and on General theory will not affect. However, the General rules of introduction of specific cases and solving the problem with additional variables will be studied and presented in the framework of the theory.

The patterns reflect the basic qualities of the model, providing consistency between the model and the ultimate goal, that's the purpose of its creation. Compliance is a specific way of administration of the fundamentals of modeling and reveals itself in common charac-

teristics of the model and the ultimate goal (goal modeling). Such unity is the main feature in each case of the simulation depends on the goals of the company and its interests. Simply put, the goal consists of the set of fundamental interests, but is formed to the specific shape [9].

Of course, in the context we are talking about common interests of constituent entities and components of the social system. All kinds of differences in interests should be governed by information security. It should be noted that within the theory we share interests the security interests and development interests. Security interests, on the definition and the analogy with physics, are negative, they target a combination of social systems, preserve its consistency and in its ideal value level, they seek to minimize the activity (for example, interest have less accidents, diseases, etc). The development, on the contrary, we are called positive (in the scientific sense – similar to the physical), because they target the extension and termination of the social system, in your perfect value level, they are close to the maximum (for example, interest to have more money, territories etc). But, according to the principle of unity and struggle of opposites and the principle of the existence of the social system, these two interests can't develop without each other. They complement each other and coexist in a perfect balance, which we derive in the theory. Thus, the main principle of determining the balance of the law should be the principle of equilibrium of interests and threats.

The special theory of administrative-legal regulation of information security

of social systems (STALRISS) aims at modeling the security of the main principles of modeling of information security and means of scientific cognition of the laws of the simulation. The main means of cognition and analysis is to choose the method of reconstruction.

Approval of administrative-legal bases of reconstruction in the information security of social systems, which will be withdrawn when the development of the theory, contribute to the verification and receipt of new information. The feasibility of its application makes sense because the influence of time lost tracks and the quality of objects and phenomena. Reconstruction is the only method that ensures the reproduction and study the processes of circulation and use of information as a binder of social systems [10].

Analysis and evaluation of the models allow to identify causal relationships of processes of development of the social system and other phenomena in the middle and outside of the system and influence its development. The subjective side of the offense (mental relation of the person to socially dangerous act and its consequences in the form of intent or negligence) can also be studied through the analysis and evaluation models, identifying the most obvious explanation and that they have the relevant skills required to commit the offense in the information sphere [11].

The model of information security in each social system is a dynamic system. The system operates as a set of interacting elements that are combined in structural integrity with new properties different from the properties of each element of the social system alone. The

system approach allows to analyze and identify the nature of relations between the selected model and the ultimate goal of applying this model to highlight the essential terms of objectives, types of these links, to establish patterns in the relationship between the elements forms a coherent system [12].

Models that are developed to create information security social systems are shared, because it's impossible to consider all the peculiarities of each situation. Only after receiving a number of models, selecting the more attractive, the contractor shall adapt the model and choose the path of achievement, for their social system or situation, then to issue it in the form of instructions or orders.

STALRISS takes into account the fact that advance modeling and forecasting of the chosen model, as well as creating a perfect (ultimate) goal has positive and negative sides. Focusing on ensuring the basic signs, sometimes insignificant and secondary (from the point of view task), you can skip those characteristics that are objectively substantial. For example, during a reconstruction (which, like physical research, is the source of experimental data during analysis and cognition), the link between objects can be misconceived and their dependence on consequences, resulting in inaccurate conclusions. Reconstruction, in the case of testing and research models, is used instead of the research trials with the original test with which it's impossible or impractical.

Development of models of information security for social systems should be based depending on the potential and existing threats. The list of threats

determined from the list of main interests of the social system. We argue that the occurrence of interest, at the same time there's the certain existing and potential threats to this interest that may be identified and addressed. Threats can be both internal and external. But these postulates too are to be investigated during the development of the theory.

Conclusions and prospects for further research. High rates of development of information technologies that generate new requirements of the security sector in General and information security in particular. The reform of the legislation governing activities in the field of information security must be based on proper scientific theories. What is urgent is the need to create a Common Security Theory (CST), which would explain and regulate a set of processes for ensuring the safety of society. At the same time, this is only possible after the creation and development of the laws of the Special theory of administrative-legal regulation of information security of social systems (STALRISS).

In the process of developing STALRISS and STBV is appropriate to use the analogy with the laws of physics, as nature demonstrates appropriate and effective mechanisms to achieve goals.

STALRISS should have a simple and clear structure. To use models of information security of social systems requires a clear procedure and regulation. The chosen mechanisms will aim at regulating the whole process, to entities that will use modeling, should know all the laws and formulas simulations, the order of their construction. Under development of STALRISS, the subjects

of it security needs to have a clear idea about the existing laws of their analogy, and the value for the selected model of information security.

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CHANGING OF MENTAL MODELS FOR EFFECTIVE DECISION-MAKING

Abstract. This article explains the role of mental models and the need of their change to make effective decisions. It is substantiated that the mental model rests on changes to save the system and minimize the risk. An example of this resistance is the complicated and slow process of political reform in Ukraine, which forms a new national mentality model. Political initiatives are aimed at creating a new legitimate mental model, which should be more effective than the previous, in a new environment. But from 2014 to 2017 of the nearly five thousand proposed legislative proposals, the Verkhovna Rada of Ukraine has only adopted a few dozen. It is noted that the review of mental models is a complex process that requires additional energy expenditure, such as stress, loss of comfort, security, money, etc. The ability to change the mental model may require personal cour-

age, creativity, independence, and imagination. To view mental models, the leader must apply the appropriate leadership power and styles, establish an appropriate organizational culture and climate, show positive and optimistic behavior to encourage team members and motivate them to change.

It is noted that in the new environment, the decision maker can fluctuate closely to the so-called “line of comfort” for making a decision. This is a line of psychological comfort according to the existing mental model. For better and faster decision-making, you may need to create a new “line of comfort” by looking at the mental model. Thus, in a new environment, the decision maker can again make decisions on the basis of a new mental model.

It is proved that mental models are relatively stable, but changing the environment makes them look. The growing conflict between the system and the environment inevitably forms a new mental model, which should again balance the system.

Keywords: mental models, system, environment, equilibrium, critical, creative, systems thinking, effectiveness.

ЗМІНА МЕНТАЛЬНИХ МОДЕЛЕЙ ДЛЯ ЕФЕКТИВНОГО ПРИЙНЯТТЯ РІШЕНЬ

Анотація. Пояснюється роль ментальних моделей та необхідність їх змін для прийняття ефективних рішень. Обґрунтовано, що ментальна модель опирається змінам, щоб зберегти систему та мінімізувати ризик. Прикладом цього опору є складний і повільний процес політичних реформ в Україні, який формує нову національну ментальну модель. Політичні ініціативи спрямовані на створення нової легітимної ментальної моделі, яка повинна бути більш ефективною, ніж попередня, в новому середовищі. Але з 2014 по 2017 роки із майже п'яти тисяч запропонованих законодавчих проєктів Верховна Рада України прийняла лише кілька десятків. Відзначено, що перегляд ментальних моделей — це складний процес, який вимагає витрат додаткової енергії, такої як стрес, втрата комфорту, безпеки, грошей тощо. Здатність змінити ментальну модель може вимагати особистої мужності, творчості, незалежності та уяви. Для перегляду ментальних моделей лідер має застосовувати належні лідерські влади та стилі, встановити відповідну організаційну культуру та клімат, показувати позитивну та оптимістичну поведінку, щоб заохотити членів команди та мотивувати їх для змін.

Відмічено, що у новому середовищі особа, яка приймає рішення, може коливатися впритул до так званої лінії комфорту для прийняття рішення. Це лінія психологічного комфорту відповідно до існуючої ментальної моделі. Для кращого та швидшого прийняття рішень може знадобитися створення нової “лінії комфорту” шляхом перегляду ментальної моделі. Таким чином, в новому середовищі особа, яка приймає рішення, може знову зазвичай приймати рішення на основі нової ментальної моделі.

Доведено, що ментальні моделі відносно стабільні, але зміна середовища змушує їх переглядати. Зростаючий конфлікт між системою та середовищем

неминуче формує нову ментальну модель, яка повинна знову зрівноважити систему.

Ключові слова: ментальні моделі, система, середовище, рівновага, критичне, творче, системне мислення, ефективність.

ИЗМЕНЕНИЕ МЕНТАЛЬНЫХ МОДЕЛЕЙ ДЛЯ ЭФФЕКТИВНОГО ПРИНЯТИЯ РЕШЕНИЙ

Аннотация. Объясняется роль ментальных моделей и необходимость их изменения для принятия эффективных решений. Обосновано, что ментальная модель опирается на изменения, чтобы сохранить систему и минимизировать риск. Пример этого сопротивления представляет собой сложный и медленный процесс политических реформ в Украине, который формирует новую национальную ментальную модель. Политические инициативы направлены на создание новой легитимной ментальной модели, которая должна быть более эффективной, чем предыдущая, в новой среде. Но с 2014 по 2017 годы из почти пяти тысяч предложенных законодательных проектов Верховная Рада Украины приняла лишь несколько десятков. Отмечено, что просмотр ментальных моделей — это сложный процесс, который требует затрат дополнительной энергии, такой как стресс, потеря комфорта, безопасности, денег и тому подобное. Способность изменить ментальную модель может требовать личного мужества, творчества, независимости и воображения. Для просмотра ментальных моделей лидер должен применять надлежащие лидерские власть и стили, установить соответствующую организационную культуру и климат, показывать положительное и оптимистическое поведение, чтобы поощрить членов команды и мотивировать их для изменений.

Отмечено, что в новой среде лицо, принимающее решение, может колебаться вплотную к так называемой линии комфорта для принятия решения. Это линия психологического комфорта в соответствии с существующей ментальной модели. Для лучшего и более быстрого принятия решений может потребоваться создание новой “линии комфорта” путем просмотра ментальной модели. Таким образом, в новой среде лицо, принимающее решение, может снова обычно принимать решения на основе новой ментальной модели.

Доказано, что ментальные модели относительно стабильны, но изменение среды заставляет их пересматривать. Растущий конфликт между системой и средой неизбежно формирует новую ментальную модель, которая должна снова уравновесить систему.

Ключевые слова: ментальные модели, система, среда, равновесие, критическое, творческое, системное мышление, эффективность.

Target setting. Change of the organization (system) and the environment force revising of mental models to make right decisions. This process is complicated and requires clear explanation and research.

Analysis of the recent research and publications. Mental models play an important role in the decision-making process (DMP). Kenneth Craik introduced the notion of “a mental model” first in 1943. He supposed that human mind creates “small-scale models” of reality to apply it to foresee the future. “If the organism carries “a small-scale model” of external reality and of its own possible actions within its head, it is able to try out various alternatives, conclude which is the best of them react to future before they arise, utilize the knowledge of past events in dealing with the present and the future, and in every way to react in a much fuller, safer, and more competent manner to the emergences, which face it” [1, p. 61]. Craik showed mental models as mechanical devices: “my hypothesis then is that thought models, or parallels, reality — that its essential feature is not ‘the mind,’ ‘the self,’ ‘sense-data,’ nor propositions but symbolism, and that this symbolism is largely of the same kind as that which is familiar to us in mechanical devices which aid thought and calculation” [2, p. 57].

Philip Johnson-Laird and Ruth Byrne created the mental model theory of conditionals — “Conditionals: A Theory of Meaning, Pragmatics, and Inference” [3] that discusses mental models and reasoning. Jay Forrester described a mental model as “the image of the world around us, which we carry in our head, is just a model. Nobody in his head imagines all the world, government or country. He has only selected concepts, and relationships between them, and uses those to represent the real system” [4]. Peter Senge highlights the importance and difficulties to

change mental models to make the system effective. “The discipline of managing mental models — surfacing, testing, and improving our internal pictures of how the world works — promises to be a major breakthrough for building learning organizations” [5, p. 163].

The purpose of the article is to explain the need of change of mental models and propose an approach to revise them for effective decision-making.

The statement of basic materials. The DMP has a purpose to maintain dynamic equilibrium between the system and the environment in order to provide system effectiveness and achieve a desired end-state. The DMP based on mental models because they influence human thinking. Understanding of relativity of mental models and the need of their change is critical in order to establish the right end-state, conduct the DMP properly and make a wise decision. Effective decision-making requires clear understanding of mental models of the participants of the conflict and possible dynamic of their change. For example, Americans, after long-term operations in Iraq and Afghanistan, agreed that misunderstanding of mental models of local population has become one of the main reasons of failure to establish peace and democracy in these countries and decrease terrorism [6].

Change in the system implies a change in mental models or vice versa. Interior system change and exterior (environmental) change are two main reasons that disturb system balance. The system always fluctuates and looks for a point of a perfect balance in conditions of the changeable environment. Maintaining of this balance requires

change — interior change (system adaptation), exterior change (shaping of the environment) or mutual adaptation to each other. In many cases, system adaptation to the environment is more suitable than shaping of the complex environment, especially for small and middle size players. If human ambitions, wishes, and creativity change the system, it can try shaping the environment also in order to restore equilibrium.

To provide system balance a leader has to conduct the DMP — to accumulate data, analyze information, use knowledge, and develop appropriate courses of actions based on thinking. “Thinking is the systematic transformation of mental representations of knowledge to characterize actual or possible states of the world, often in service of goals” [7, p. 2]. Therefore, knowledge and its development become critical in thinking.

Peter Senge supposes mental models are “deeply ingrained assumptions, generalizations, or even pictures of images that influence how we understand the world and how we take action” [8, p. 8]. They originate based on influence of others (mass culture), personal experience, rewards and incentives (social approval) [9], analogical reasoning and inherited, developed in a certain geopolitical environment mindset that defines behavior of the system.

Mental models are fundamental for subfields of thinking such as human reasoning with deduction and induction, judgment, decision-making, and problem solving. David Marr said: “When humans perceive the world, vision yields a mental model of what things are where in the scene in front of them”

[10]. Reasoning is about philosophy and logic to make conclusions based on premises. Philip Johnson-Laird highlights “reasoning is more a simulation of the world fleshed out with all our relevant knowledge than a formal manipulation of the logical skeletons of sentences. We build mental models, which represent distinct possibilities, or that unfold in time in a kinematic sequence, and we base our conclusions on them” [11]. Keith Holyoak and Robert Morrison suppose, “Judgment and decision-making involve assessment of the value of an option or the probability that will yield a certain payoff (judgment) coupled with choice among alternatives (decision-making). Problem solving involves the construction of action that can achieve the goal” [12, p. 2].

Mental models regulate, synchronize, and coordinate human activities in a certain environment in order to establish optimal relationships among people to balance the system. They establish “rules of the game” that influence the DMP. Change of the environment creates a new set of rules, which may be very different from previous one. It may require revising beliefs, values, and social norms. This process is complicated and psychologically painful. Therefore, leading the process of change of mental models is critical to make reality-based decisions.

Mental models are relatively stable, but environmental change forces them for revising. Growing conflict between the system and the environment inevitably forms a new mental model that has to balance the system again. For example, new mental models of independent countries, the former republics of the Soviet Union, have replaced the

Soviet mental model that lost effectiveness in the new geopolitical environment.

The mental model resists changing in order to save the system and minimize risk. An example of this resistance is a complex and slow process of political reforms in Ukraine that forms a new national mental model. Political initiatives are directed to create a new legitimate mental model that should be more effective than previous one in the new environment. However, from 2014 to 2017 years out of the nearly five thousand of proposed legislative projects, the Verkhovna Rada of Ukraine has approved only a few dozen [13]. Therefore, revising of mental models is difficult process that requires spending additional energy such as stress, loss of comfort, security, money, and other. An ability to change the mental model can require personal courage, creativity, independence, and imagination. To revise mental models a leader should apply suitable leadership power and styles, establish appropriate organizational culture and climate, show positive and optimistic behavior to energize team members and motivate them for change.

The author supposes that in the new environment the decision-maker may fluctuate close to a so-called “comfortable line” to make a decision. It is a line of psychological comfort according to the existed mental model. To make decisions better and quicker may require creating a new “comfortable line” through revising of the mental model. Thus, in the new environment a decision-maker can make decisions habitually again based on the new mental model.

Revising of mental models requires understanding that “the interactions of a living system with its environment are cognitive interactions, and the process of living itself is a process of cognition” [14, p. 37]. Fritjof Capra introduces the notion of “reflective consciousness” based on “the critical role of reflection in the higher-order conscious experience.” He supposes, “Reflective consciousness involves a level of cognitive abstraction that includes the ability to hold mental images, which allows us to formulate values, beliefs, goals and strategies [15, p. 39]. An approach to influence on “reflective consciousness” may help to revise mental models.

To change mental models is possible by influence on their elements such as beliefs, values, moral, ethic, religion, human preference indicators, risk, expectations and wishes, experience, rationality, and other. Beliefs, values, thinking and emotions are more fixed and invisible [16] human features in comparison with observable and changeable human behavior and results. People forms morals, ethics based on beliefs and values. It forces making decisions and showing emotions and behavior according to the mental model. Thus, beliefs and values affect human thinking, emotions, and behavior.

Beliefs and values are the start points to understand human needs and wishes. They initiate the DMP, generate mental models, form unwritten rules of behavior, create morals and ethics, and present a basis to develop state documents such as the National Security Strategy. Values present our abstract conceptions of relative desirability [17]. Beliefs (unconscious feelings) are our notions of what is true. Beliefs, in many cases,

present conscious and unconscious behavior based on experience, geopolitical location, and economical, historical and religious connections. Beliefs may remain different while values are similar. For instance, it is possible to assume that beliefs of population of Western and Eastern parts of Ukraine may differ because of geopolitical location. At the same time, values such as a high level of life, national and cultural identity, and psychological comfort for both sides of Ukraine are the same. Thus, in spite of shared values, difference in beliefs can force making different decisions and their correctness is a philosophical question.

Change of beliefs and values can make a society vulnerable. Different exterior and interior players can use it to promote their interests by dividing the country into parts based on weak or different beliefs and values. In the transformational period it is possible to observe fluctuation or change of mental models that may shift people from “ethical behavior” to “behavior to survive” when moral and ethics become weaker or even disappear because there are no rules. In this situation, “instinct-based decision-making takes place at the atomic/cellular level, because the actions that arise are based on learned DNA responses, principally associated with issues of survival” [18, p. 3]. Maintaining of “ethical behavior” may require soft revising of mental models by applying of flexible leadership, constant feedback, active participation of “public governance”, and an appropriate level of decentralization.

Social dissatisfaction, as a lack of equilibrium between the system and the environment, can cause conflict when a

new system will replace the old one. It is a moment when people may destroy their icons such as statues, names of the streets, perceptions of the past. For instance, people removed royal statues and monuments after the February revolution of 1917 in the Russian Empire, Stalin statues in 1953 after his leadership in the USSR, communist and Soviet statues and symbols, as decomunization, in 2014 in Ukraine, historical statues of the Confederates in 2017 in the USA [19]. All these events can correspond to a bifurcation point (revolution) or achievement of the critical level of equilibrium between the system and the environment. Restoring of this equilibrium requires decision-making based on the revised mental model. In this moment the system is about to lose effectiveness without possibility to be restored and the coefficient of dynamic equilibrium between the system and the environment — K_{eq} [$0 < K_{eq} < 1$] [20, p. 9] achieves a certain critical level — $K_{eq\,crt}$ [21, p. 146] (fig. 1). $K_{eq\,crt}$ may be determined by the frequency of fluctuation of the leader’s ability to lead the social system effectively and the capability of the system to endure the pressure of the environment.

If the existed mental model does not satisfy human needs, the society looks for a new mental model as a qualitatively new approach to think in order to make decisions to restore equilibrium between the system and the new environment. Applying of experience to new conditions may be not effective. Mental models should reflect and support the future. The author suggests that change of mental models should start in a certain moment that corresponds to $K_{eq\,min}$ [22, p. 201] (fig. 1) — before achieve-

ment of the $K_{eq\ crt}$ in order to avoid system destruction.

The mental model should correspond to the environment and provide maximum possible system effectiveness with a certain optimal coefficient of dynamic equilibrium $K_{eq\ opt}$ (fig. 1). In condition of mutual change to achieve ideal equilibrium between the system and the environment ($K_{eq} = 1$) is impossible because adaptation is a reaction with delay. The DMP and decision implementation take time. Thus, there is an optimal $K_{eq\ opt}$ that provides maximum achievable system effectiveness in conditions of changeable environment.

To prove this idea it is possible to observe system functionality and its adaptation. There is a certain point when system adaptation may change the system functionality because of probable loss of its previous shape. Hence, adaptation of the system should be sensitive especially in aspect of revising of mental models because next environmental change may require another system change that can be completely opposing to the previous direction (change the strategy). For instance, it is possible to refuse using old standards, but in a certain moment, the system may return to them on the new wave of

system development. Thus, maintaining of $K_{eq\ opt}$ may provide enough system flexibility and maximum effectiveness in conditions of continuous change. The possibility and speed of change of mental models can define $K_{eq\ opt}$ of the system.

Accordingly, there are three key points – $K_{eq\ crt}$, $K_{eq\ min}$, and $K_{eq\ opt}$ to control and lead the system effectiveness. In the interval $[K_{eq\ min} - K_{eq\ opt}]$ (fig. 1) the system is functional and effective enough. In the interval $[K_{eq\ crt} - K_{eq\ min}]$ (fig. 1) the system losses functionality and without quick change may be destroyed. It is possible to suppose that under condition $K_{eq} > K_{eq\ opt}$ the system can be vulnerable and not balanced because of high openness and fast transformation. Also, this condition may force the system to change functionality.

$K_{eq\ opt}$ may correspond to a certain balance that provides maximum system effectiveness (fig. 1) under the condition of saving system functionality. If $K_{eq} \rightarrow 1$ in the interval $[K_{eq\ opt} - 1]$ the system can change its structure and functionality because of its high openness and vulnerability. The ratio between segments $[0 - K_{eq\ opt}]$ and $[K_{eq\ opt} - 1]$ defines the position of the $K_{eq\ opt}$ that may be relatively constant

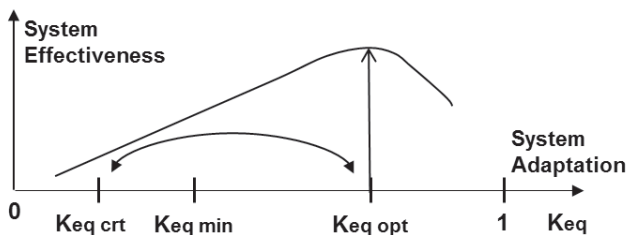


Fig. 1. System effectiveness and the coefficient of dynamic equilibrium

Source: Created by the author.

for the system. Change of the system structure may influence the $K_{eq\ opt}$.

Maintaining of system effectiveness and functionality in the dynamic environment can require acceleration. Late system reaction to environmental change can be not effective or, moreover, useless. In the interval $[K_{eq\ crt} - K_{eq\ min}]$ (fig. 1) the system is in danger and acceleration of the system is a vital to save its functionality. Thus, the position of K_{eq} in the interval $[K_{eq\ crt} - K_{eq\ opt}]$ defines the required speed of change of the mental model.

The speed of system change — Va [23, p. 146] describes dynamic of system adaptation to the environmental changes. Acceleration of the system (As) is the first derivation of the function of Va ($As = f'(Va)$) that describes system agility. If K_{eq} is in the interval $[K_{eq\ crt} - K_{eq\ min}]$ the system adaptation should be accelerated in order to react to the environmental change as soon as possible.

Acceleration can complicate changing direction for big strategic systems because of their mass and inertia. Thus, short-term acceleration is effective, but long-term acceleration may be negative for big inertial systems. Nevertheless, decentralization with flexible leadership and “public governance” can increase system acceleration, agility, and eliminate the problem of inertia of the big system.

Decentralization can accelerate system agents as a process of mutual adaptation between the system and the environment. It is possible to suppose that the level of decentralization is connected with the notion of K_{eq} . Decentralization, technological development and communication can increase

$K_{eq\ opt}$ by making the system agile and competitive. John Cotter proposes to accelerate the system through decentralization and network development [24]. He describes a dual operating system that supports innovation on the strategic level while the system works on the lower levels according to usual operational cycle [25]. Accordingly, decentralization with “public governance” may accelerate adaptability of the system by applying of double-loop learning process [26]. To implement change may require decentralization in order to apply mental models of different groups (communities) to achieve the strategic goal.

The state, as a system with diverse territorial communities, should establish a certain level of decentralization that will allow maintaining required system effectiveness to achieve the strategic goal (to maintain national interests). The national mental model should be constructed according to this requirement in order to form mental models of territorial communities. Leading of the social system may require flexibility in decentralization that should be balanced (measured) in a certain proportion in order to save system functionality.

The system should be balanced and perform a required job. Applying of criteria of system effectiveness such as a measure of effectiveness (MOE) and a measure of performance (MOP) [27, p. 15–2] may help to define K_{eq} . They show how the system is successful on the way to achieve the goal. MOE answers the question — “are we doing right things?” MOP answers the question — “are we doing right things well?” Knowledge of K_{eq} can allow defining a

favorable period for system change and, therefore, to plan changes.

Mental models should be secured and revised at the same time. This paradox raises a question how to lead mental models in order to maintain equilibrium between the system and the environment and save the system. Stability of mental models is a matter of system survivability. The system should be secured in a certain degree from absolute openness, because it makes the system vulnerable, by a certain mental filters. Quick change of beliefs, values, and other human norms may decrease their credibility, initiate chaos, and even destroy the social system. To change believe and values while remaining honest and devoted to the national norms is complicated. For instance, soldiers have to swear to be devoted to the country only once in their life. Is it possible to take the oath many times and not lie to yourself? It creates a problem of maintaining the human balance in the changeable environment without a clear justification of the need of revising beliefs and values. Therefore, speed and the level of change of human norms become critical in order to adapt the system to new environment.

To avoid social conflict, initiated because of delay in system reaction, may require gradual system adaptation by applying of a learning organization [28, p. 3–4] — an open and adaptive system with constant feedback. The leadership model of “public governance” with decentralization may be similar to the “learning organization.” It provides “soft” system adaptation and decrease conflict because people present the state authority. They can revise mental models through open collective dis-

cussion based on cognition, constant feedback, and quick implementation of changes.

Possible differences in beliefs and values create diverse mental models that separate social groups. Technological development, increased communication, and globalization erase boundaries between the national mental models. At the same time, common challenges create unions, partners and corporate organizations based on common beliefs, values, interests and motivations. Possible differences in beliefs and values of social groups (see figure 2) may explain the logic of behavior of territorial communities.

Each social group should satisfy human needs (individual, team, organizational, national, society) according to the Maslow’s Hierarchy of Needs [29]. It is possible to assume that for majority of people individual needs are stronger than group needs. However, a person is a social being who should be in the community. In order to satisfy individual needs a person may influence on others and look for an appropriate social group (change the working team, the organization or the environment — the country, the society).

Interpretation above may explain the problem of combining of different territorial communities in order to make the state strong. If national beliefs and values are weak, interior and exterior players can influence the country by using strong mental models of lower levels. Territorial communities may joint together based on mutual benefits. They can work together and support each other inside of not only one nation, but also communities of other countries based on similar prob-

№	Social groups	Beliefs and Values
1	Individual	They may be difference and individual for everyone even for members of one team or organization. It forms an individual mental model that defines personal decisions
2	Team	Similar goals, motivation, interests based on shared experience, working conditions form one way of thinking, emotions and behavior
3	Organization	Teams can be grouped into one organization with one big goal, politics, appearance, attitude, behavior (organizational mental model)
4	Territorial community	Language dialect, climatic conditions, objects, mutual interests, living standards, prosperity force communities to unite or divide (decentralization). It forms the general regional mental model
5	Nation	To compete and survive among other nations on the international arena and feel belongings to a certain group, based on traditions, language, culture, feelings, religion form national mental model. Even in different countries, a small national community is very strong and connected with the main part of the nation. Moreover, this small part may think more about national identity and its existence than the main national part (national mental model)
6	Society	Shared human, values based on mutual profitable cooperation (historical), religion form European, Asian, African or other societies that present a union of different nations that are ready to coexist together. It forms mental models of the international society

Fig. 2. Beliefs and values of different social groups

Source: Created by the author

lems, beliefs and values. In addition, individuals with sheared experience, even from different nations can find common languages and build corporate organizations.

Mental models are “barriers for innovations and they interrupt the transformation of learning. We have to learn to reduce our mental models and keep only those that can help us to increase our knowledge” [30]. Finding of approaches and tools to influence mental models as soon as possible is critical for effective decision-making. It is possible to assume that understanding of beliefs and values, national, corporate cultures of own and the opposing sides can help to find an approach to change the system with its mental model. It is possible to do through influence on “the center

of gravity of the system” [31] as “primary sources of moral or physical strength, power and resistance” [32, p. IX] of the system.

Applying of system, critical, creative thinking, and knowledge management may allow revising mental models to make right decisions. It is important to identify patterns of system movement to the future based on an ability to revise facts and conditions, to learn right information that should challenge existing beliefs and values. Thus, knowledge is powerful to influence beliefs, values and, therefore, decisions by applying of the process of learning.

There are three types of the process of learning. The first one is a simple cycle process of system development or feedback process with the identified

problem, the DMP, and feedback. Single and double-loop learning processes (figure 3) present the next two processes of learning that already apply the mental model for the DMP. Possible changes in the mental model distinguish the double-loop learning process from the single-loop learning process. Chris Argyris explained the difference by analogy: “a thermostat that automatically turns on the heat whenever the temperature in a room drops below 68 °F is a good example of single-loop learning. A thermostat that could ask, “Why am I set to 68 °F?” and then explore whether or not some other temperature might more economically achieve the goal of heating the room would be engaged in double-loop learning [33].

Changing of mental models requires applying of the double-loop learning. “Unlike single loops, this model includes a shift in understanding, from simple and static to broader and more dynamic, such as taking into account the changes in the surroundings and the

need for expression changes in mental models” [35]. The double-loop learning entails the modification of goals or decision-making rules. The first loop uses the goals or decision-making rules and the second loop revises them. The double-loop learning distinguishes that the way a problem is defined and solved can be a source of the problem [36].

The DMP presents a “data-information-knowledge-wisdom” cycle [37] based on mental models. Wisdom answers the question “why” that corresponds to the second loop of the double-loop learning process and may influence the mental model.

Also, there are different practical recommendations to revise mental models. For example, Diana Durek proposes:

- 1) Be willing to change: what would happen if you did not change your mental model? (to encourage people); how important to change your mental model to the success of the organization?
- 2) Open your mind: tune in; look for opportunities; challenge yourself.

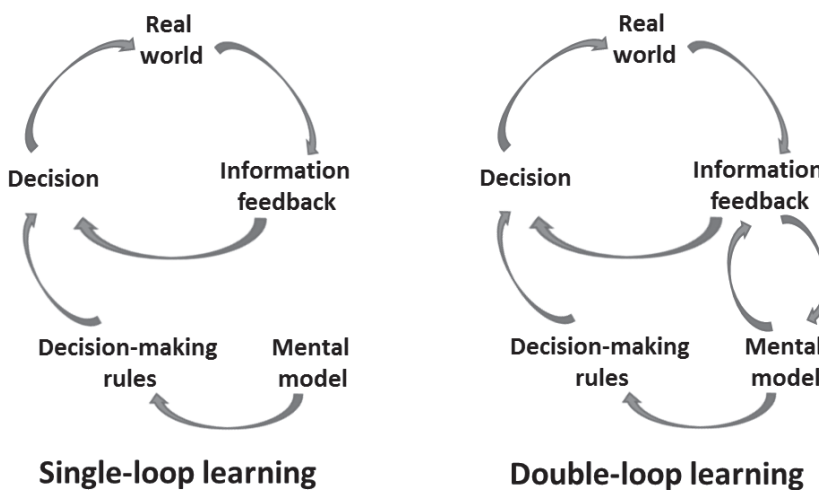


Fig. 3. The process of learning

Source: [34]

3) Use “Creative swiping:”do different things in the same way; do the same things in different ways;do different things in different ways.

4) Reverse your assumptions: state your assumption; reverse the assumption and write the opposite; consider the actions/behaviors/consequences of opposite assumption; what information does that provide about of accuracy of your assumption [38]?

To avoid mistakes in the DMP and revise the mental model a decision-maker should apply system, critical, and creative thinking. System thinking helps to adapt the mental model to the changeable environment. Peter Senge suggests that “system thinking” is a discipline for seeing wholes. It is a framework for seeing interrelationships rather than things, for seeing “patterns of change” rather than static “snapshots.” He proposes teamwork to make a right decision because “we start to appreciate the real nature of human perception as a living system. None sees the reality correctly. We are not recording devices, we are living systems” [39].

Russell Ackoff highlights that “the system is a whole, which cannot be divided in independent parts. Conceptually, an essential property of the system is how these parts interact, not how they act separately. Therefore, defining properties of the system are properties of the whole, which system parts do not have separately” [40]. Thus, system thinking is a cognitive process to accept the system as the whole, understand possible mutual dependencies among different systems, their elements and visualize emerged system behavior. It is an ability of the decision-maker to see the system as a complete dynamic

process. System thinking is a characteristic of the learning organization that transforms and adapts itself through constant feedback loop.

The dynamic, changeable environment forces making irrational decisions that typically result from a reliance on intuitive biases that overlook the full range of possible consequences. The irrational approach looks unusual because a decision-maker has to take risk and apply a new mental model for the DMP instead of the existing mental model. This new mental model becomes the adopted, usual model and also can get outdated later in case of a next change of the environment. Irrational thinking is similar to double-loop learning process that forces changing of the mental model. Applying both – rational and irrational thinking would be significant to make a right decision because rational thinking is more suitable for a regular and clear situation when irrational thinking is effective for a new and unpredictable situation. Critical and creative thinking can help to evaluate situation irrationally.

Critical (convergent) thinking is a cognitive process of purposeful, unbiased, and self-aware questioning of the facts and conclusions to improve logic, analysis, and decision-making. Human experience, biases, prejudices, and expectations influence decisions. Decision-makers rely on simplifying strategies or “general rules of thumb” called heuristics, as a mechanism for coping with decision making in the volatile, uncertain, complex, and ambiguous environment [41, p. 129]. A decision-maker should avoid assumptions traps by “noticing what support your mental model and ignoring what does not; re-

mained attached to what made you successful; not trying what you believe is bad or impossible; focusing on current situation not anticipating” [42].

Development of critical thinking skills is important for a successful decision-making. “Critical thinking is the use of those cognitive skills or strategies that increase the probability of a desirable outcome. It is used to describe thinking that is purposeful, reasoned, and goal directed” [43, p. 6]. Stephen J. Gerras proposes “A Critical Thinking Model” [44, p. 7] as a practical tool to apply critical thinking in the DMP.

Creative (divergent) thinking is a cognitive process that offers novelty in order to open the system for adaptation. The system should be creative because “creativity — the generation of new forms — is a key property of all living systems” [45, p. 13]. Charles Allen supposes, “Creativity is the ability to develop new ideas and concepts that are effective in resolving situations at hand” [46, p. 3]. Roger Oech mentions “mental locks” [47, p. 14–15] or several attitudes that serve as barriers to creativity. They may be based on rational thinking or existed mental models. “Our challenge is to push outward from our comfort zone and enter the area of discovery” [48, p. 4]. Creative thinking can change mental models and establish other comfort zones for effective decision-making in a new environment.

To summarize, making right decisions in the dynamic environment requires revising mental models thought applying of the double-loop learning process, system, critical, and creative thinking. System thinking allows seeing the system and the environment as a whole. Critical thinking secures system

functionality by avoiding possible human traps and biases. Creative thinking opens the system through innovations and irrational approaches that facilitate revising obsolete mental models.

The author proposes the algorithm of maintaining system effectiveness by revising of the mental model (figure 4) as a practical tool to make effective decisions in the dynamic environment. It is a gradual and flexible process of leading of the system, which involves continuous monitoring of the relevance of the existing mental model in a today and probable future environment by determining the level of equilibrium between the system and the environment. This process can include three phases:

1) Under condition $[K_{eq} > K_{eq\ min}]$ — the system is effective enough:

- Play with leadership power;
- Apply suitable leadership styles;
- Keep the system structure and the mental model;
- Avoid achievement of $K_{eq\ min}$.

2) Under condition $[K_{eq} \rightarrow K_{eq\ min}]$ — the system is losing effectiveness:

- Visualize the future system in the future environment;
- Balanced ends, ways, and means in the framework of possible permissible risk in order to establish equilibrium between the system and the environment.
- Apply system, critical, creative thinking in the DMP, use knowledge management to collect data, produce information, apply knowledge and wisdom.
- Learn how to reduce our mental models and keep only those that can help us increase our knowledge by applying of double-loop

learning process when wisdom becomes powerful to influence human perception and stereotypes.

3) Under condition [$K_{eq\ crt} \leq K_{eq} \leq K_{eq\ min}$] – the system is about to be destroyed:

- Avoid achievement of $K_{eq\ crt}$ if you want to keep system functionality;
- Accelerate system adaptation by different ways and means (“public governance,” decentralization, increased communication and feedback);
- Apply system, critical, creative thinking in the DMP with double-loop learning process based on knowledge in order to revise mental models as soon as possible.

Conclusions. Mental models play one of the key roles in the DMP and require revising in order to adapt the system to the environment by decentralization and establishment of “public

governance,” increased communication and feedback. The algorithm of maintaining of system effectiveness by revising of the mental model (see fig. 4) can help to change mental models and provide “soft” system adaptation. Mathematical interpretation of the process of maintaining system effectiveness, especially for the complex system, can help to adapt the system and revise its mental model in time. Established indicators of system effectiveness with MOE and MOP, knowledge of $K_{eq\ crt}$, $K_{eq\ min}$, $K_{eq\ opt}$, and As form a mathematical approach that allows maintaining of system effectiveness and creating a plan of required reforms.

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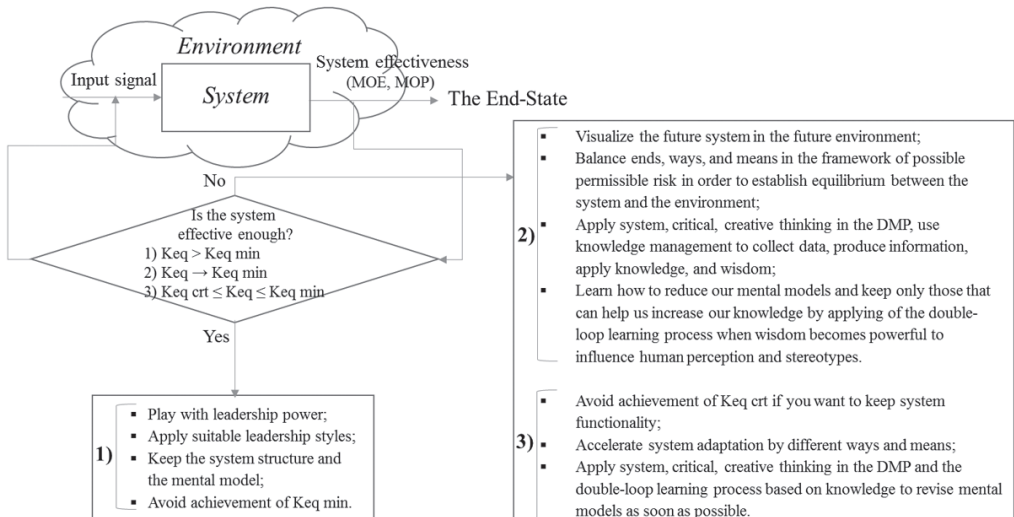


Fig. 4. The algorithm of maintaining system effectiveness by revising of the mental model

Source: Created by the author

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MAIN TRENDS AND DIRECTIONS OF DEVELOPMENT OF THE SYSTEM OF PUBLIC GOVERNANCE BY SOCIAL-ECONOMIC PROCESSES OF UKRAINE

Abstract. The article analyzes the peculiarities and tendencies of the development of the system of public administration of socio-economic processes in Ukraine. The authors paid special attention to the formation of measures aimed at implementing the principles of transparency and democracy in the activities of public administration bodies. The processes of globalization and the formation of an information society contributed to the development of these activities, which helped to improve the efficiency of public administration, and, consequently, the quality of life of society as a whole.

Under public administration, the article refers to a set of functions of public-law formations implemented on the basis of the principles of transparency, legality, democracy, strategic partnership of power, population and business, ensuring sustainable feedback and involving in the process of managing the population in the form of institutionalized relations at the state, regional, municipal levels, in order to ensure sustainable socio-economic development of the territories and improve the quality of life. Consequently, for each public administration authority of a particular level (state, local), in accordance with the current legislation, the implementation of certain management functions is fixed.

It is noted that the complexity and cumbersomeness of legislation in many respects complicates the control over its compliance and requires, for these purposes, a significant involvement of all kinds of resources by public administration bodies, which, in their constraints, is particularly critical. Implementation of the strategic partnership of government, population and business in the context of sustainable development, in our opinion, means the formation of new value systems for all participants in socio-economic relations in the context of the Global Reporting Initiative and combining their efforts in balancing economic, environmental and social processes based on socio-economic partnership of the population, government and business.

Keywords: public administration, public administration system, socio-economic development.

ОСНОВНІ ТЕНДЕНЦІЇ ТА НАПРЯМИ РОЗВИТКУ СИСТЕМИ ПУБЛІЧНОГО УПРАВЛІННЯ СОЦІАЛЬНО-ЕКОНОМІЧНИМИ ПРОЦЕСАМИ В УКРАЇНІ

Анотація. Проаналізовано особливості та тенденції розвитку системи публічного управління соціально-економічними процесами в Україні. Особливу увагу автори приділили формуванню заходів, спрямованих на реалізацію принципів прозорості та демократичності в діяльності органів публічного управління. Не останню роль у розвитку цих заходів відіграли процеси глобалізації та становлення інформаційного суспільства, що сприяють при правильній розстановці акцентів у процесі управлінської діяльності підвищенню ефективності публічного управління, а значить і якості життя суспільства загалом.

Під публічним управлінням у статті розуміється сукупність функцій публічно-правових утворень, що реалізуються на основі принципів прозорості, законності, демократичності, стратегічного партнерства влади, населення і бізнесу, забезпечення стійкого зворотного зв'язку і залучення до процесу управління населення у формі інституціоналізованих відносин на державному, регіональному, муніципальному рівнях з метою забезпечення сталого соціально-економічного розвитку територій та підвищення якості життя. Отже, за кожним органом публічного управління того чи іншого рівня (державного, місцевого) відповідно до чинного законодавства закріплена реалізація певних управлінських функцій.

Відмічено, що складність і громіздкість законодавства багато в чому ускладнює контроль за його дотриманням і вимагає для цих цілей значного залучення всіх видів ресурсів органами публічного управління, що в умовах їх обмеженості є особливо критичним. Реалізація стратегічного партнерства влади, населення і бізнесу в контексті сталого розвитку, на наше переконання, означає формування в усіх учасників соціально-економічних відносин нових ціннісних установок в контексті положень Глобальної ініціативи по звітності і об'єднання їх зусиль у забезпеченні збалансованості економічних, екологічних і соціальних процесів на основі соціально-економічного партнерства населення, влади та бізнесу.

Ключові слова: державне управління, система публічного управління, соціально-економічний розвиток.

ОСНОВНЫЕ ТЕНДЕНЦИИ И НАПРАВЛЕНИЯ РАЗВИТИЯ СИСТЕМЫ ПУБЛИЧНОГО УПРАВЛЕНИЯ СОЦИАЛЬНО-ЭКОНОМИЧЕСКИМИ ПРОЦЕССАМИ В УКРАИНЕ

Аннотация. Проанализированы особенности и тенденции развития системы публичного управления социально-экономическими процессами в Украине. Особое внимание авторы уделили формированию мероприятий, направленных на реализацию принципов прозрачности и демократичности в деятельности органов публичного управления. Не последнюю роль в раз-

витии этих мероприятий сыграли процессы глобализации и становления информационного общества, что способствуют при правильной расстановке акцентов в процессе управленческой деятельности повышению эффективности публичного управления, а значит и качества жизни общества в целом.

Под публичным управлением в статье понимается совокупность функций публично-правовых образований, реализуемых на основе принципов прозрачности, законности, демократичности, стратегического партнерства власти, населения и бизнеса, обеспечение устойчивой обратной связи и вовлечения в процесс управления населения в форме институционализованных отношений на государственном, региональном, муниципальном уровнях с целью обеспечения устойчивого социально-экономического развития территорий и повышения качества жизни. Итак, за каждым органом публичного управления того или иного уровня (государственного, местного) в соответствии с действующим законодательством закреплена реализация определенных управленческих функций.

Отмечено, что сложность и громоздкость законодательства во многом затрудняет контроль за его соблюдением и требует для этих целей значительного привлечения всех видов ресурсов органами публичного управления в условиях их ограниченности особенно критическим. Реализация стратегического партнерства власти, населения и бизнеса в контексте устойчивого развития, по нашему убеждению, означает формирование у всех участников социально-экономических отношений новых ценностных установок в контексте положений Глобальной инициативы по отчетности и объединение их усилий в обеспечении сбалансированности экономических, экологических и социальных процессов на основе социально-экономического партнерства населения, власти и бизнеса.

Ключевые слова: государственное управление, система публичного управления, социально-экономическое развитие.

Target setting. The main problem of the development of methodology, theory and practice of public administration of the processes of ensuring the quality of life lies in the fact that in Ukraine, until now, no clear doctrine of public administration has been developed, while in the European system of administrative law, the existing administrative-legal doctrines, their content and significance are determined by the significance of public interest reflected therein. The analysis of scientific pub-

lications showed many points of view concerning the essence of public administration. Some authors identify public administration with government administration, but most authors agree that the concept of public administration in relation to the concept of government administration has broader concept.

The confusion in definition of the essence and content of the concept of “public administration” is conditioned by the variety of options for transla-

tion of the term “public administration” into Ukrainian language, some editions translate it as state administration, some – as public administration, some – as social or municipal governance. At the same time, the most authors interpret the meaning of public management as denoting control or controlled by society [7, p. 8].

Analysis of recent research and publications. Problems of formation and development of the system of public administration in social and economic processes are covered in the writings of many famous Ukrainian and foreign scientists, in particular V. Bakumenko [1], O. Bosak [2], I. Vernudina [3], S. Gaiduchenko [4], I. Hrytsiak [5], O. Kudryavtsev [6], P. Miller [7], O. Obolensky [8] et al. Despite its significance and urgency, the problem of identifying the main trends and directions of the development of public administration system for quality of life processes remains theoretically poorly developed. There are different approaches to the definition of “public administration”, “public administration system”, but as of today, there is no definite categorical apparatus; there is no single classification of factors and indicators; there is no unified methodology for assessing the effectiveness of public administration in socio-economic processes.

The purpose of this article is to study the main tendencies and directions of the development of public administration system of socio-economic processes in Ukraine and to provide suggestions for improving this process.

The statement of basic materials. Thus, under public administration V. Bakumenko understands the process

of purposeful influence of state authorities and local self-government on the object of management on the basis of legislation, in order to increase the economic growth of public-law formations and quality of life of the population [1, p. 8]. It is positively that the author of this concept approaches the definition of public administration from the standpoint of process approach and highlights the improvement of quality of life as one of the goals of public administration. However, the participation of civil society representatives in the public administration is not considered in this definition. In addition, it is not entirely clear what kind of meaning is enclosed to the control object.

I. Verundina explains public administration as a form of state activity, within which executive power is practically realized [3, p. 97]. It is obvious that the author equals the concepts of “public” and “state”.

O. Obolensky defines public administration as a kind of social management, which has several levels of institutionalization: state, regional and municipal, characterized by unique intrinsic qualities: transparency, legitimacy, and democracy. At the same time, he understands the openness and dialogue of management process under transparency, which is expressed in public control over the activities of authorities and in procedures for coordinating decisions with the population. Legitimacy means the subjectively recognized legality of the management process, driven by the internal conviction of fairness in the activities of managers. And, finally, according to the author of above definition, the democracy is related to the reality of democracy in the management

process, which implies the existence of normatively entrenched self-government actions of people as the subject-object of governance [8, p. 28].

We are impressed with the fact that the author came up with a very meaningful approach to the definition of public administration in this definition, considering the mandatory participation of population in the management process and highlighting the unique intrinsic properties of public administration – transparency, legitimacy, and democracy. However, the author does not define the target benchmarks in this definition, the achievement of which is aimed at public administration.

O. Bosak considers public administration as an external manifestation of public authority [2]. However, while providing many definitions of public authority, the author does not give his own definition of public authority.

S. Gaiduchenko notes that public power is a special and independent power that does not coincide in its content and scope with state power. In a certain sense, public power is the highest form of government when we understand it as the power of people as a whole [4, p. 52–53].

We suppose that I. Hrytsyak provides the most capacious and correct definition of public administration: public administration is a manifestation of social power, which includes state administration, power of territorial public groups, autonomies and municipal entities, and, finally, the corporate power [5, p. 6–8].

The considered definitions allow to make some generalizations and to highlight the essential features of public administration.

Firstly, public administration is performed directly in the interests and in order to meet the needs of the whole society.

Secondly, public administration has a multilevel character and is in essence a form of manifestation of public authority at the state, regional and municipal levels.

Thirdly, public administration is based on principles such as transparency, legitimacy and democracy, as well as on the principle of strategic social partnership between government, population and business.

Fourthly, public administration is based on population involvement in the process of managing the, the degree of participation is determined by the level and, accordingly, the functions of public-law formations.

Fifthly, the existence of a stable feedback between public administration and the public is a distinctive feature of public administration, that is implemented through public hearings, questionnaires, voter orders, and others.

Sixthly, the assessment of effectiveness of public administration is based on monitoring and evaluation of the performance of public administration bodies and providing them with a public character.

Taking into account the generalizations of theoretical positions of the scientific schools of institutionalism and neo-institutionalism, corporatism and neocorporatism, social choice, cognitive and network approaches, as well as in the context of provisions of the Strategy for Sustainable Development [9], the above definition allows to give us the own definition of public administration.

By public administration we mean the totality of functions of public-law formations implemented on the basis of the principles of transparency, legality, democracy, strategic partnership of power, population and business, ensuring sustainable feedback and involvement the population in the process of managing in the form of institutionalized relations at the state, regional, municipal levels, in order to ensure sustainable socio-economic development of territories and improve the quality of life.

Consequently, in accordance with the current legislation the implementation of certain management functions is fixed for each public administration authority of a particular level (state, local).

The complexity and cumbersome nature of legislation greatly complicates the monitoring of its compliance and requires significant involvement of all types of resources by public administration for these purposes, which is particularly critical due to their constraints.

The principle of transparency in the context of sustainable development, in our opinion, means transparency and clarity of the implementation of administrative functions by public administration bodies for all participants of socio-economic relations, which is ensured by the openness (publicity) of their activities (publication of reports on the results of activities, measuring of economic, environmental and social effectiveness of public administration and provision of public nature to these results).

The implementation of legitimacy principle in the context of sustainable

development consists in recognizing the lawfulness of the government's actions of public administration bodies and their compliance with the strategic targets for the development of socio-economic systems (focus on ensuring the balance of socio-economic processes, improving the quality of life of each individual and society as a whole).

In turn, implementation of the principle of democracy in the context of sustainable development implies providing the public nature to the process of public administration, namely ensuring close relationship between public administration and civil society representatives (discussing the results of public administration activities in terms of assessing the degree of balance of economic, ecological and social processes, achieved level of quality of life, taking into account public opinion and direct participation of representatives of the community in decision-making).

Implementation of the strategic partnership of government, population and business in the context of sustainable development, in our opinion, means the formation of new value systems for all participants of the socio-economic relations in the context of Global Reporting Initiative, as well as combing of their efforts to balance economic, environmental and social processes based on socio-economic partnership of the population, government and business.

Institutionalization of relations in the process of public administration at the state, regional and municipal levels means the formation of an appropriate institutional environment to ensure the balance of socioeconomic processes and the mandatory observance of formal institutional rules by all participants in

socio-economic relations, which essentially means an increase in the institutionalization of socio-economic system. For socio-economic transitional systems that are characterized by low levels of institutionalization, this process will contribute not only to preserving their integrity but also to sustainable socio-economic development.

Selection of the corporate level in the national system of public management is conditioned by the need to increase corporate social responsibility for the results of its activities to society. This provision is in line with the principles advocated by non-governmental international organization Global Reporting Initiative, where the recommendations of compilation of corporate social reporting reflecting the effectiveness of interaction with society, in particular, suggest that the stages of the organization's functioning, such as the arrival [in the region], activity and exit [from the region] have significant impact on the stability of a particular [geographic] area. In this regard, it is important to have a characteristic reflecting the organization's approach to systematical management of its effects, both negative and positive, in those local communities where it operates [10, p. 3].

According to O. Kudryavtsev, corporation as the participant in social development should stimulate and support innovation and recognize responsibility for the quality impact on life of others. The efforts of the organization should be directed towards voluntary environmental activities (organizations should support and encourage efforts and various activities in the field of environmental protection to improve the quality of life of society as a whole) [6].

In this regard, corporations are equal participants in socio-economic relations, which objectively predetermines their involvement in public management of the quality of life processes. The processes of globalization and the formation of information society impose their imprint on the main trends and directions of development of the national system of public administration.

First of all, development of the Internet and increased requirements for ensuring transparency of the public administration of its functions and improving the quality of provision of state (municipal) services led to the organization of official sites by public-law formations, as well as public administration at various levels. In the course of study, a significant number of redundant and duplicate functions was implemented by public administration.

Despite the differentiation of spending powers in accordance with the changes introduced into the Budget Code and a number of legislative and regulatory acts, and the transfer of these powers from state to local level, the efficiency of the mechanism of providing state and municipal services remains low. Many procedures relating to the provision of public or municipal services require significant time expenditures. Such concepts as fictitious and redundant public services are used in scientific circulation. By fictitious public service one means a service, established in a normative legal act, but not implemented in reality by the executive authorities. Excess public service, or administrative barrier – is a service, the cost of which exceeds both private benefits for the economic entity subject

to its effect, and public benefits, taking into account the effect of income [11, p. 9–15]. Now it is necessary to focus not on structural but on functional changes in the system of public administration bodies [11]. But, as we see, functional and structural transformations mutually determine each other, and their separation will be very difficult.

One cannot but admit that some functions of public administration bodies are indeed excessive, excessively bureaucratic and should maximally be simplified.

The structure of public administration bodies in Ukraine is still complex, cumbersome and requires considerable resources from state and local budgets.

At the same time, it is necessary to note significant transformations in the field of public administration of the processes of ensuring quality of life, caused by the processes of globalization and development of the information society in the socio-economic system of Ukraine.

It is necessary to state the positive tendencies of development of large Ukrainian companies that consist in the publication of corporate social reporting on their official websites in accordance with the requirements of the Global Reporting Initiative. However, this positive process is still in the stage of formation, although the number of published corporate social reports increases yearly.

The list of measures aimed at implementing the principles of transparency and democracy in the activities of public administration bodies can be continued. But one thing is clear: the processes of globalization and the formation of information society contribute to increasing of the efficiency of public

administration in case of the correct allocation of emphasis in the management process, and hence the quality of life of society.

Conclusions. The above mentioned allows to provide the definition of structure of the national system of public administration of the processes of ensuring the quality of life of every person and society as a whole, which is a set of bodies and institutions of public administration at the state, local and corporate levels, the functioning and interaction of which is carried out in the form of institutionalized relations that ensure the balance of economic, environmental and social processes based on the development of human capital in socio – economic systems.

Human capital, in our opinion, is a key strategic resource of public management of the processes of ensuring quality of life and an endogenous source of sustainable development of socio-economic systems.

The system of public administration of socio-economic processes has a multilevel character (state, local, corporate levels) and functions on the basis of regulatory acts regulating the activities of subjects and objects of public administration. At the state (municipal) level, the national system of public administration provides for the development and implementation of forecasts, strategies for sustainable socio-economic development, programs and projects for economic, environmental and social development with the participation of representatives of civil society.

Interaction of subjects of public administration and population is ensured by organizing public hearings, questionnaires, holding focused interviews,

etc. in accordance with the applicable normative legal acts. At all levels of the national system of public administration, public administration bodies manage social and economic processes in order to improve the quality of the overall human capital of socio-economic systems (state, regions, local government), and on this basis – ensuring quality of life at the level of scientifically sound standards.

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STATE REGULATION OF FOX EXTRACTION IN GALICIA IN 16TH TILL EARLY 20TH CENTURIES: HISTORICAL ASPECT

Abstract. The article analyzes the state regulation of the fox extraction in Galicia from the 16th to the beginning of the 20th century: the methods and terms of extraction, the regulation of the number, the authority of the hunting service in obtaining foxes, and the trade in fur. It has been carried out a comparative analysis of the legal mechanism of regulation the fox population, and the competence of the bodies of state executive power and local self-government bodies. It describes the customary rules and internal rules for hunting on fox in some hunting societies. The economic factors that influenced to the state regulation of the number of foxes were identified, making it possible not only of rational use of the resource for obtaining valuable fur, but also for increasing the number of game, especially the hares. Factors influencing on population size, including political influences and military events, were established. The features of state

regulation the fox extraction in the investigated period are described. On the basis of comparative analysis, it was described the fox extraction of the Austro-Hungarian monarchy, Halychyna in the context of the counties, the Second Polish Commonwealth, it was described the specifics of organization the hunting for fox among the hunting elite, in particular the emperor of Austro-Hungarian, Franz Josef I and emperor of Germany, Wilhelm II.

It is noted that according to the right of the predators, the owner of the hunting grounds on which they are located is the property of the owner. Based on these principles, the owner of the hunting grounds was required to destroy predators, as predators are not only harmful to hunting game, but also for domestic animals. The legislation of the Polish kingdom, which regulated the destruction of predators, determined that predators should be destroyed without taking into account the extraction time, and it is permitted to use different means and tools for this, but only to those who have the right to hunt. The predators were bear, badger, wolf, fox, lynx, wild cat, otter, marten, trich, ermine.

Keywords: hunting, fox, hunting, Halychyna, Second Polish Commonwealth, predators.

ДЕРЖАВНЕ РЕГУЛЮВАННЯ ДОБУВАННЯ ЛИСИЦІ У ГАЛИЧИНІ XVI – ПОЧАТКУ XX ст.: ІСТОРИЧНИЙ АСПЕКТ

Анотація. Проаналізовано державне регулювання добування лисиці у Галичині XVI – початку XX ст.: способи та терміни добування, регулювання чисельності, повноваження егерської служби щодо добування лисиці, торгівлю хутром. Проведено порівняльний аналіз правового механізму регулювання чисельності лисиці з урахуванням компетенції органів державної виконавчої влади та органів місцевого самоврядування. Описано звичаєві норми та внутрішні правила полювань на лисицю в окремих мисливських товариствах. Виявлено економічні чинники, які впливали на державне регулювання чисельності лисиці, уможливаючи не лише раціональне використання ресурсу для отримання цінного хутра, але й для збільшення чисельності дичини, особливо зайців. Встановлено чинники, які впливали на чисельність популяції, зокрема політичні впливи та воєнні події. Описано особливості державного регулювання добування лисиці у досліджуваний період. На основі компаративного аналізу розглянуто добування лисиці в Австро-Угорській монархії, Галичині у розрізі повітів, Другій Речі Посполитій, описана специфіка організації полювань на лисицю серед мисливської еліти, зокрема цісарів: Австро-Угорщини – Франца Йозефа I та Німеччини – Вільгельма II.

Відзначено, що відповідно до права хижаків є власністю господаря мисливських угідь, на яких вони знаходяться. З огляду на ці принципи на власника мисливських угідь покладался обов'язок знищувати хижаків, оскільки хижаків не лише шкідливі для мисливської дичини, але також і для свійських тварин. Законодавство Царства Польського, що регулювало знищення хижаків, визначало, що хижаків слід винищувати без урахування часу

добування, та дозволяло застосовувати для цього різні способи і знаряддя, але лише особам, які мають право полювання. До хижаків відносились ведмідь, борсук, вовк, лисиця, рись, дикий кіт, видра, куница, тхір, горностаї.

Ключові слова: мисливство, лисиця, полювання, Галичина, Друга Річ Посполита, хижаки.

ГОСУДАРСТВЕННОЕ РЕГУЛИРОВАНИЕ ДОБЫЧИ ЛИСЫ В ГАЛИЧИНЕ XVI – НАЧАЛА XX в.: ИСТОРИЧЕСКИЙ АСПЕКТ

Аннотация. Проанализировано государственное регулирование добычи лисы в Галичине XVI — начала XX в.: способы и сроки добывания, регулирование численности, полномочия егерской службы по добыче лисицы, торговлю мехом. Проведен сравнительный анализ правового механизма регулирования численности лисы с учетом компетенции органов государственной власти и органов местного самоуправления. Описаны обычные нормы и внутренние правила охоты на лисицу в отдельных охотничьих обществах. Выявлены экономические факторы, которые влияли на государственное регулирование численности лисицы, делая не только рациональное использование ресурса для получения ценного меха, но и для увеличения численности дичи, особенно зайцев. Установлены факторы, которые влияли на численность популяции, в частности политические влияния и военные события. Описаны особенности государственного регулирования добычи лисы в исследуемый период. На основе сравнительного анализа рассмотрена добыча лисы Австро-Венгерской монархии, Галиции в разрезе уездов, Второй Речи Посполитой, описана специфика организации охоты на лису среди охотничьего элиты, в частности императоров Австро-Венгрии — Франца Иосифа I и Германии — Вильгельма II.

Отмечено, что в соответствии с правом хищники являются собственностью хозяина охотничьих угодий, на которых они находятся. Исходя из этих принципов, на владельца охотничьих угодий возлагалась обязанность уничтожать хищников, так как хищники не только вредны для охотничьей дичи, но и для домашних животных. Законодательство Царства Польского, которое регулировало уничтожение хищников, определяло, что хищников следует истреблять без учета времени добычи, и разрешало применять для этого различные способы и орудия, но только лицам, имеющим право охоты. К хищникам относились медведь, барсук, волк, лиса, рысь, дикий кот, видра, куница, хорек, горностаї.

Ключевые слова: охота, лиса, травля, Галичина, Вторая Речь Посполитая, хищники.

Problem statement. State regulation of breeding and hunting of predators shall be based on both on the ecological interests of society, and on the economic interests of hunting farms. Hunting of foxes who on the one hand

is the predator causing damage to hunting economy and with another — has valuable fur, is demonstrative within this framework.

Analysis of the last researches and publications. Problem of legal regulation fox hunting in Galychyna was researched by a row of scientists among whom: Z. Moskus, Ya. Stezhynsky, M. Royman, K. Slotvinsky, Ya. Kasparek, M. Pavlikovsky, S. Lobos, V. Kalusky, A. Sander, V. Shablovsky, S. Krogulsky, S. Pavlik, G. Vatssek, Ya. Starkl, Z. Fischer, F. Rozhinsky, E. Schechtel, N. Gunchak.

Target setting. The purpose of this article is the analysis of a public authority policy of Galychyna and the Second Polish-Lithuanian Commonwealth in the regulation of the numbers of a fox and its economic value for hunting industry.

Statement of basic materials. State regulation of game-hunting in Galychyna originates from the Lithuanian charter. In particular, in the 16th century according to these charters for illegally got game the penalty was provided: bison — 12 rubles, elk — 6 rubles, bear and deer — 3 rubles, lynx, wild boar — 1 ruble. Hares, roes, foxes, bears were among the most widespread game. Comparing to other laws of that time which regulated hunting, the Lithuanian laws were more severe concerning illegal hunting for a noble game, but people were allowed to hunt wolves and foxes even on someone else's land provided that the hunter will not do harm to crops.

As Mykola Reyman noted in the book "Hunting Economy with Ancient History", as a matter of law predators are the property of the master of hunt-

ing grounds on which they are located. With this principle in mind, the duty to exterminate predators was laid to the owner of hunting grounds as predators not only are harmful to a hunting game, but also to pets. The legislation of the Kingdom of Poland which regulated extermination of predators, defined that predators needs to be extirpated without notice of hunting time and it is authorized to apply for this purpose different methods and tools, but only to persons who have the right for hunting. Predators included a bear, a badger, a wolf, a fox, a lynx, a wild cat, an otter, a marten, a polecat, an ermine.

According to the resolution of Administrative council as of October 14, 1834 of the Kingdom of Poland the fund for awarding of persons for extermination of predators was organized. This fund was replenished at the expense of finances received for permissions on the right to bear of hunting weapons.

Each forester or the huntsman had to provide within a year one pair of ears and a nose of a wolf, one pair of ears of a fox or two couples of the polecat, marten ears. For omission of this regulation the penalty in the amount of 6 zloty was provided. For remission of penalty the huntsman shall prove that there are not predators on the territory controlled by him or by the forester of [1].

With an annexation of the Galicia lands to the Austro-Hungarian Empire (1772) the fox together with a wolf, a bear and a wild boar was referred to the category of predators on which people are allowed to hunt in any place. Moreover, for hunting of a bear and wolf reward was provided. Also new normative legal acts which regulated questions of hunting for the territories

of Austria-Hungary and Galicia, in particular were set. So, the patent of the emperor as of April 13, 1786 paragraph 3, defined: "... people were allowed to hunt boars, wolves, foxes and other harmful game at any time, except open-air cages, in every way" [2 sec. 369]. In case where predators were excessively breeding, executive power according to article 383 of civil code of Austria organized hunting on predators.

The first Hunting law of Galychyna as of January 30, 1875 became the following normative legal act which regulated issues of hunting and hunting of foxes, in particular. Paragraph 1 of this law defined periods of hunting for different types of a game according to which it was allowed to hunt foxes from February 15 to August 31. But the note to this requirement allowed to admit authorized officers to the hunting rights of and to hunting foxes at any time in cases if they do harm to pets. It is necessary to mark that this requirement concerning determination of time of a fox hunting was the first in the territory of Poland as in those days on the Polish lands, which were under a protectorate of Russia and Germany, such requirements were not established. In particular, article 17 of the Hunting law of the Kingdom of Poland as of July 17, 1871, defined that persons are allowed to hunt a bear, a wolf, a badger, a fox, a wild cat, a lynx, an otter, a marten, caress, an eagle, a hawk and other predators, all year and to hunt in any manner. Therefore the law as of January 30, 1875 for the first time began to substantially protect a fox.

Already in the following Hunting law of Galychyna as of March 5, 1897 a fox was listed of pests, and people al-

lowed to hunt it at any time. According to article 47 of this law owners of the land plots acquired the right of shooting of such predators as a fox, a marten, a polecat, caress, a wolf, a lynx, a wild cat, a boar at any time.

The hunting Law adopted and signed by the emperor of the Austro-Hungarian Empire with the consent of Galician Seim as of 1897 practically operated in Galychyna till December, 1927. According to this law it is accurately said that predators cause damage, and any hunter was allowed to hunt them. Monitoring over that hunters did not shoot noble hunting animals under the guise of shooting of predators, was set. Permission on shooting and control of shooting was exercised by public authorities of the power [3].

However because in the summer fur of a fox is of little use for use, it was practically not hunted. In order that the fox hunted hares less, it was even fed up corpses of the dead horses [4 sec. 204]. This law also regulated the number of other predators. It was defined that people were allowed to shoot dogs and cats if they are further than 300 meters from the next house (article 43). The duty of extermination of predators and a harmful game (article 44) was laid to owners of the shooting.

Article 45 defined that wild animals who pose a threat for human safety need to be held in the open-air cage. In this law, unlike previous, wild boars were not categorized as predators, but a lynx and a wild cat were added. Any hunter had the right to shoot, catch and appropriate these types animal. But at the same time the law defined that hunting

these species of predators is possible only on permission of the owner or tenant of hunting grounds. Such animals as a marten, a polecat, a weasel, a squirrel, a hamster, an otter, an eagle of different types, a hawk, a gray-haired heron, a crow could be shot in the presence of the owner of hunting grounds (article 46).

Article 47 set that in localities where wild boars did great harm to agriculture, persons who were allowed to hunt had to shoot. In case of insufficient shooting responsibility for the done harm was rested on the owner of shooting. In such cases the regional authorities had the right itself to issue free certificates on shooting of wild boars or other harmful animals, even, without the consent of the owner of hunting. The regional government authorities had to inform the owner of hunting and also local police on free certificates issuing.

The regional government authorities had also the right and a duty to organize shooting of pest for certain short time under its monitoring, at the same time it had the right to independently define the hunting method. Inhabitants of a gmina in the territory of which general round-ups were carried out, were obliged according to the decision of the district power to carry out stint free of charge (article 48). In case of the organization of hunting on predators it was forbidden to shoot other game. If in case of the organization of hunting on predators other game was shot near predators, then this game was realized through an auction, organized by the regional authorities, and money from sale enlisted in fund of poor inhabitants of a gmina (article 49).

Article 50 defined that for hunting of pest the owner of hunting had the right to use traps, a drag-net and other tools, but at the same time it was necessary to take measures for safety of people: to put the appropriate information signs. If the the regional authorities recognized that wild boars and bears caused extensive damage, then owners of land had the right to expose any traps for catching of boars and bears [5 sec. 27–31].

On December 3, 1927 the President of the II Polish-Lithuanian Commonwealth accepts the regulation to resolve an issue of state regulation of hunting according to the Polish legislation. The main difference of this regulation from the previous laws was the fact that it didn't have division into hunting species of a game and harmful species of a game. All game which it is authorized to hunt are classified as hunting species of a game which has certain periods of hunting.

All species of a game were divided into four categories:

the bison and beaver, hunting for whom was forbidden, belonged to the first one;

to the second – chamoises, females of an elk, a deer, a roe, young growth, she-bears with small, wood-grouses, pheasants (it is authorized to hunting only on special permission of the Ministry of agriculture of Poland);

foxes, bears, lynxes, wild cats, martens, minks and boars belonged to the third group (without period of the prohibition of hunting, but the Minister of agriculture had the right to enter it; unlike others, it is authorized to hunt these species of a game also at night) [6 sec. 1–81];

species of a game that were protected least of all, belonged to the fourth category, namely: wolves, martens, polecats, ermines, caress, rabbits, hawks, magpies and crows (it is authorized to anyone to extermination on the own earth, but not further than 100 meters from buildings). Besides, article 41 allowed not only to shoot these animals, but also to catch traps, drag-nets and other methods.

As it turned out, change of a political situation put a fox in advantageous position. The legislation of the Second Polish-Lithuanian Commonwealth was softer in comparison with the Austro-Hungarian Empire. Though period, when it is forbidden to hunt a fox, was not established, but also no one was allowed to hunting it. So, in the bill of professor Domanevsky it was offered to define period of the prohibition of fox hunting from April 16 to September 30. But the bill was not adopted because the beginning of World War II [7 sec. 8–10].

There were features of fox hunting during the interwar period and in other countries of Europe. In particular, in Denmark and Finland hunting for a fox, a polecat and a marten was authorized even without obtaining the hunting ticket, period of the prohibition of its hunting was not defined.

It is necessary to mark that during the different periods the fox was qualify as predators which caused damage to hunting economy. As practice of hunting shows, hunters did not hunt a fox during any period of year, considering poor quality of its fur during the spring and summer period. For example, in rules of hunting of the Lviv hunting society after Saint Gubert the hunting

for a fox from the shelter was forbidden. Besides, hunters for the huntingd game shall pay means to the budget of society, in particular, for a fox — 0,50 zloty whereas for a hare — 0,2, and for the huntingd boar — 1 zloty. In 1878 in Lysovytcky hunting society the regulations were adopted, by which the hunter, having hunting a fox, shall pay 2 zloty.

Also there were features concerning acquisition of title to a game. In particular, in Kney Stanislavivsk hunting society a hare, a fox, a feather game remained in the property of that hunter who shot it last, whereas the one became the owner of a deer, a roe and other hoofed animals, who made the first a fatal shot.

In Snyatnsky hunting society (it is organized on January 3, 1870, the charter is approved by the rescript of Galician vicegerency on April 9, 1870 L. 4575/70) for fox hunting and a badger the hunter paid 1 zloty, a boar — 5 zloty, for hunting of a hare, partridge, a woodcock — 10 grosz, for the first miss — 10 grosz, the second — 20 grosz. Resources were spent on premiums to hunting security guards [8].

Almost similarly this issue was resolved in Boryslavsko-Drogobytsky hunting society Orel. At a meeting as of October 6, 1932 it was agreed that hunters shall pay for each fox — 2 zloty, a bloar — 5 zloty, a roe — 3 zloty in bonus fund of hunting security guards.

Fox hunting was covered by the hunting press. Attention was focused on that while hunting a fox not to apply shotgun pellet of the big size as it flies far and does not kill but only cripples the game. It was offered to apply smaller shotgun pellet and to shoot on

smaller distance – to 60–80 steps [9 sec. 286–288].

Lobbying the interests of hunters when hunting a fox, in January, 1880, Galician hunting society directs a sentence to the Galician vicegerency concerning of a fox hunting at any time. Hereafter (1890) it was suggested to strike off the list of hunting animal species a fox and a marten.

The hunters of Galychyna of end of 19th century also have a double attitude towards a fox was. If to consider a fox hunting from the economic side, then its valuable fur have a quite high price, and considering it, the animal needed to be protected. For example, in the market in Lviv in 1899, skin of a fox was equated to 10 kilograms of meat of a wild boar or three hares [10 sec. 2–6]. According to the state statistics of Austria-Hungary at the end of the 19th century nearly thirty thousands of heads of a fox were annually hunted. As of from 1892 to 1896 27489 heads were hunted on average: in 1892 – 26553 heads, 1893 – 25971 heads, 1894 – heads, 1895 – 28403 heas. Among all provinces of the empire most of all foxes were hunted in Galychyna: in 1898 29 thousands of heads of a fox were hunted in Galychyna whereas in Lower Austria – 3,4 thousand, Upper Austria – 1,5 thousand, Carinthia – 2,2 thousand, Czech Republic – 3 thousand. At the beginning of the XX century fox hunting grows in the Austro-Hungarian Empire and in 1903 makes 38,5 thousands of heads. Hunting of foxes was also increased in Czech Republic – about 2453 heads in 1880 to 2518 heads in 1893 [11 sec. 78].

As the report of the Ministry of Agriculture of Cisleitania for 1881 shows

during period from 01.01 to 31.12.1881 2 145 479 heads of a game were hunted. 118619 heads (5,52 %) of this number were hunted in Galychyna whereas in Czech Republic – 946415 heads (44,11 %), Moravia – 409696 heads (19 %), Lower Austria – 327142 heads (15 %), Tirol – 33318 heads (1,5 %) were hunted. Most of all from 118619 heads, which were hunted in Galychyna, was constituted by the hare. In the report attention was directed on a fact that in Galychyna through a large number of predators (a fox, a wolf, a lynx prevailed) the hunting economy was carried ineffective. 22 % (4678 heads) from all the foxes that were hunted in Cisleitania were accounted for Galychyna. Other predators were hunted slightly less: 597 heads of a polecat (4 %), martens – 400 heads (6 %), otters – 146 heads (19 %). Though foxes in absolute number were hunted more, but among predators lynxes (50 heads – 77 %) were hunted most of all in percentage terms, a wolf (113 heads – 67 %), a bear (15 heads – 60 %). Among noble species of a game in Galychyna wild boars (38 % from all the hunted ones in Cisleitania) were hunted most of all. However other types of hoofed animals were hunted very little: roes – 3,3 thousand of heads (8 %), deers – 23 heads (0,38 %). 38 thousand of hares' heads (4 %) were were hunted [12 sec. 53–54].

As statistical data show, the unconditional leader among predators of Galychyna, which area was 78500 sq.km, from 1885 to 1893, was a fox. For this period 57505 heads were hunted, that is, on average 6390 heads every year. In comparison with other countries of the Austro-Hungarian Monarchy,

the greatest number of predators were hunted in Galychyna. According to the adviser of the state woods G. Lettner, in 1876 4447 heads were hunted in Galychyna, in 1877 – 4511 heads of foxes. In the following hunting of a fox grows and in 1882 made 4678 heads, 1884 – 4926 heads, 1885 – 6177 heads, 1886 – 6408 heads, 1887 – 7318 heads, 1888 – 7113 heads, 1889 – 6289 heads, 1890 – 5413 heads, 1891 – 6178 heads, 1892 – 6603 heads, 1893 – 6006 heads, 1894 – 7073 heads, 1895 – 6758 heads, 1896 – 6645 heads, 1897 – 6233 heads, 1898 – 6450 heads. Therefore statistical factor of 1876–1898 demonstrate increase in hunting of a fox by 45 %. Most of all foxes were hunted in Bibrsky, Rogatynsky and Berezhansky Counties.

Hunting of a fox had not only economic value, but also made a subject of pride of hunting elite of that time. The emperor of Austria-Hungary Franz Josef I started a hunting career at the age of 15 years, from 1848 to 1884 hunted only 43138 heads of a game from which 197 were foxes. On the occasion of the 50 anniversary of his rule a press marked that the hunting result of the emperor for that time was 48345 heads of a game from which – 224 foxes, and for the period of his eightieth anniversary (1910) he hunted 50919 heads of a game, from which 226 foxes.

The German emperor Wilhelm II was equally passionate hunter. Only in one 1908 he hunted 126 bucks, 9 she deers, 7 fallow deer, 88 foxes. At celebration of his sixtieth anniversary it was noted that for his life he hunted 1783 bucks, 86 she deers, 1644 fallow deer, 2941 large wild boars, 316 small wild boars, 3 bears, 9 elks, 4 bisons, 17951

hares, 5 badgers: in total – 61913 heads of a game [13 sec. 60].

With the disintegration of the Austro-Hungarian Empire the lands of Galicia passed to the Second Polish-Lithuanian Commonwealth. East Galicia was territorially divided into the Lviv, Ternopil and Stanislavivsk provinces. In the territory of the Lviv province of 27024 thousand sq.km during 1931/32 in a hunting season 1260 foxes were hunted, 1932/33 – 1834, 1933/34 – 1592. In Stanislavivsk province during 1932/33 in a hunting season 657 foxes were hunted.

As experts of that time marked, World War I exerted a negative impact on the number of deer, but at the same time promoted reproduction of a fox whose number grew twice. In the territory of hunting grounds of 1000 hectares 20 foxes were hunted. Besides, after war illegal weapon appeared in a large number in consequence of which poaching is increased which also negatively affected population of a fox.

Conclusion. Effective influence of state regulation on the number of a fox allowed to provide not only rational use of resources for receiving of valuable fur, but also for increase in the number of a game, especially hares. It is set that for the principles of state regulation and law enforcement of a fox hunting two factors had defining value: the cost of a fox fur and loss which this creature causes to hunting economy and house animal species. Production of a fox had not only economic value, but also made a subject of trophy pride of hunting elite of that time – emperors: Austria-Hungary – Franz Josef I and of Germany – Wilhelm II.

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IDENTIFY PROBLEM ISSUES OF SELF-ORDERED DEVELOPMENT MECHANISMS IN THE PUBLIC ADMINISTRATION SYSTEM

Abstract. The problematic issues of the development of self-ordering mechanisms in the public administration system are determined, with observance of their division into institutional, functional and evolutionary parts.

The institutional part includes self-regulation mechanisms implemented in the models of subject-subject interaction at the levels of higher, central and local government bodies, as well as in models of object-object interaction between them. The most important in the institutional part of self-governing mechanisms are those that ensure: the separation of powers between branches of government; administrative reform of the government structure; separation of public spheres of government between central government bodies; administrative reform of the structure of central executive bodies; delimitation of territorial spheres of government between local authorities; administrative-territorial reform; formation and implementation of the structure of the power hierarchy; administrative reform of the structure of the power hierarchy.

The functional part includes the mechanisms of self-regulation, realized in the model of object-object interaction “system of state power — social sphere, industry and relations”. The most important parts of the mechanisms of self-regulation are those that ensure: the formation and implementation of state policies in various spheres of society; formation and implementation of national projects; formation and implementation of state target programs; state budgeting.

The evolutionary part includes the mechanisms of self-regulation, realized in the model of object-object interaction “system of state power — the creation of conditions for social development”. The most important parts of the evolutionary part of self-governing mechanisms are those that provide: strategic management and planning; realization of state programs of social and economic development; conducting constant economic and social reforms and transformations.

Keywords: mechanisms, development, problems, self-ordering, public administration system.

ВИЗНАЧЕННЯ ПРОБЛЕМНИХ ПИТАНЬ РОЗВИТКУ МЕХАНІЗМІВ САМОВПОРЯДКУВАННЯ В СИСТЕМІ ДЕРЖАВНОГО УПРАВЛІННЯ

Анотація. Визначено проблемні питання розвитку механізмів самовпорядкування в системі державного управління з дотриманням їх поділу на інституційну, функціональну та еволюційну частини. До інституційної частини віднесені механізми самовпорядкування, що реалізуються в моделях суб’єкт-суб’єктної взаємодії на рівнях вищих, центральних та місцевих органів державної влади, а також в моделях суб’єкт-об’єктної взаємодії між ними. Найбільш важливими в інституційній частині механізмів самовпорядкування є ті, що забезпечують: розмежування повноважень між гілками влади; адміністративне реформування структури уряду; розмежування суспільних сфер управління між центральними органами державної влади; адміністративне реформування структури центральних органів виконавчої влади; розмежування територіальних сфер управління між місцевими органами державної влади; адміністративно-територіальне реформування; формування та реалізацію структури владної ієрархії; адміністративне реформування структури владної ієрархії.

До функціональної частини віднесені механізми самовпорядкування, що реалізуються в моделі суб’єкт-об’єктної взаємодії “система державної влади — суспільні сфери, галузі та відносини”. Найбільш важливими у функціональній частині механізмів самовпорядкування є такі, що забезпечують: формування та реалізацію державних політик в різних сферах суспільства; формування та реалізацію національних проектів; формування та реалізацію державних цільових програм; державне бюджетування.

До еволюційної частини віднесені механізми самовпорядкування, що реалізуються в моделі суб’єкт-об’єктної взаємодії “система державної влади — створення умов суспільного розвитку”. Найбільш важливими в еволюційній частині механізмів самовпорядкування є такі, що забезпечують: стратегічне

управління та планування; реалізацію державних програм соціально-економічного розвитку; проведення постійних економічних і соціальних реформ та перетворень.

Ключові слова: механізми, розвиток, проблемні питання, самовпорядкування, система державного управління.

ОПРЕДЕЛЕНИЕ ПРОБЛЕМНЫХ ВОПРОСОВ РАЗВИТИЯ МЕХАНИЗМОВ САМОУПОРЯДОЧЕНИЯ В СИСТЕМЕ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. Определены проблемные вопросы развития механизмов самоуправления в системе государственного управления с соблюдением их разделения на институциональную, функциональную и эволюционную части. К институциональной части отнесены механизмы самоуправления, реализуемых в моделях субъект-субъектного взаимодействия на уровнях высших, центральных и местных органов государственной власти, а также в моделях субъект-объектного взаимодействия между ними. Наиболее важными в институциональной части механизмов самоуправления есть те, которые обеспечивают: разграничение полномочий между ветвями власти; административное реформирование структуры правительства; разграничение общественных сфер управления между центральными органами государственной власти; административное реформирование структуры центральных органов исполнительной власти; разграничение территориальных сфер управления между местными органами государственной власти; административно-территориальное реформирование; формирование и реализацию структуры властной иерархии; административное реформирование структуры властной иерархии.

К функциональной части отнесены механизмы самоуправления, реализуемые в модели субъект-объектного взаимодействия “система государственной власти – общественные сферы, отрасли и отношения”. Наиболее важными в функциональной части механизмов самоуправления есть такие, которые обеспечивают: формирование и реализацию государственных политик в различных сферах общества; формирование и реализацию национальных проектов; формирование и реализацию государственных целевых программ; государственное бюджетирование.

К эволюционной части отнесены механизмы самоуправления, реализуемые в модели субъект-объектного взаимодействия “система государственной власти – создание условий общественного развития”. Наиболее важными в эволюционной части механизмов самоуправления есть такие, которые обеспечивают: стратегическое управление и планирование; реализацию государственных программ социально-экономического развития; проведение постоянных экономических и социальных реформ и преобразований.

Ключевые слова: механизмы, развитие, проблемные вопросы, самоуправление, система государственного управления.

Target setting. The processes of self-ordering are a common occurrence in the practice of public administration. They relate not only to the subject-object, but also to the subject-subjective and object-subject relations. At the same time, in our opinion, theoretical and methodological substantiation of these processes did not find sufficient coverage in the scientific literature.

Analysis of recent publications on issues. Among the sources of information in the chosen direction of research used work [1–5].

The purpose of the article. The purpose of this article is to determine the issues of self-ordering mechanisms in public administration in a subject-subject and subject-object relations.

The statement of basic materials. The study bases of problem issues of the self-ordering mechanisms development in the public administration system is the methodological approach chosen on the basis of the choice of three main directions in such development, namely: institutional, functional and evolutionary. In previous works of the author, this allowed to substantiate ways of objectivization of self-ordering, as well as to identify the main types and characterize the mechanisms of self-ordering in the subject-subjective and subject-object models in the public administration system. In this paper, an attempt was made to identify the main problem issues of the self-ordering mechanisms development in the public administration system.

The institutional part includes self-regulation mechanisms implemented in the models of subject-subject interaction at the levels of higher, central and local government bodies, as well

as in models of object-object interaction between them. The most important part of the institutional mechanisms of self-ordering are those that provide:

- the division of powers between branches of power;
- the administrative reform of the government structure;
- the demarcation of public spheres of government between central government bodies;
- the administrative reform of the structure of central executive authorities;
- the delimitation of territorial spheres of government between local government bodies;
- the administrative-territorial reform;
- the formation and implementation of the structure of the power hierarchy;
- the administrative reform of the structure of the power hierarchy.

The functional parts included self-ordering mechanisms implemented in the model of subject-object interaction “system of government – the public sector, and industry relationships”. The most important part of the functional mechanisms of self-ordering are those that provide:

- the formation and implementation of state policies in various spheres of society;
- the formation and implementation of national projects;
- the formation and implementation of state target programs;
- the state budgeting.

By evolutionary mechanisms of self-ordering attributed implemented in the model subject-object interaction “system of government – to create condi-

tions of social development”. The most important part in the evolutionary mechanisms of self-ordering are those that provide:

- the strategic management and planning;
- the realization of state programs of social and economic development;
- the conducting constant economic and social reforms and transformations.

In our opinion, in determining the basic issues of self-ordering mechanisms in public administration in the first place, it is advisable to focus attention on the ones that are most important in the institutional, functional and evolutionary mechanisms of self-ordering and shown above.

In determining the main problem issues we will proceed from the definition of the essence of the problem of state-management relations as the discrepancy between the existing and desirable states of these relations [1], and its solution — as overcoming this discrepancy by implementing appropriate self-ordering mechanisms. Among the most significant problem areas we will include those that, in our opinion, have a fundamental influence on the self-ordering mechanisms implementation in the specified areas of action in Ukraine.

As stated in the Encyclopedic Dictionary of Public Administration, problems arise, respectively, in the realization of the subject-object, subject-subjective and object-subjective state-management relations. The first of these is directly related to the managerial influences on various types of social activities, the main of which are political, economic, social and humanitarian, and the latter — with managerial influ-

ences aimed at improving the system of public administration and public service, and the third one — with influences the social relations themselves and civil society actors on the development of the public administration system [2, p. 586].

Let's start with the definition of the main problem issues in the institutional part of the self-ordering mechanisms. As Yuri Surmin noted, the emergence of new relations in society, turning them into stable, socially significant, requires the creation of appropriate structures, norms, rules, social regulation, which is the content of institutionalization [2, p. 583].

It is advisable to take into account the system of structural principles of public administration, among which, as stated in the paper [2, p. 564], one can distinguish: “structural-target, reflecting the patterns of rational construction of the “tree of goals” in public administration; structural-functional, characterizing the patterns and interconnections of the construction of the functional structure in public administration; structural-organizational, which are connected with the regularities and interconnections of the construction of the organizational structure in public administration; structural-procedural, giving an idea of the basic (determining) patterns and interconnections of rational and effective management in public authorities”.

The most significant problem issues regarding the separation of powers between the authorities include:

- the eliminating duplication of functions;
- the providing democratic mechanisms for mutual deterrence;

- the ensuring real independence (functional and financial) of the judicial branch of power;

- increasing the effectiveness of parliamentary control.

The most significant problems of administrative reform of the administrative structure should include:

- the separation of political and administrative positions;

- a clear definition of the responsibilities and authorities of the relevant officials;

- the developing procedures and regulations for establishing their clear interaction.

The unfortunate experience of introducing the post of government secretary in the Cabinet of Ministers of Ukraine is rather indicative of the unpreparedness of the current system of government to such work than its mistakeness.

The most significant problematic issues of delineation of public spheres of government between the central government bodies include:

- the exclusion of functional duplication;

- the organization of corporate work;

- the compromise rather than administrative-command solution of controversial issues;

- taking into account historical and contemporary foreign and domestic experience.

The most significant problematic issues of administrative reform of the structure of central executive authorities include:

- the realization of the reform on a scientifically substantiated basis, proceeding from the principle of A. Chan-

dlar “strategy defines the structure of management” [2, p. 561];

- the preventing a significant increase in the structure of central executive bodies;

- the prevention of a known management pathology “To unite today — to unravel tomorrow” by substantiating the expediency of such actions.

The most significant problem issues regarding the delimitation of territorial spheres of governance between local government bodies should be: carrying out administrative and territorial reform of the national and/or local scales on the basis of their scientific and practical substantiation, broad discussion.

The most significant problematic issues of administrative-territorial reform are:

- the definition of its main directions and tasks, development of its concept and strategy;

- the determination of the financial capacity of the state for its conduct;

- the conducting sociological surveys, and, if appropriate, national and/or local referendums on this issue;

- the comparison and generalization of their results.

The most important problematic issues of the formation and implementation of the structure of the power hierarchy should include:

- the completion of administrative reform of the power structure in Ukraine;

- the implementation of the administrative-territorial reform of the national scale;

- the administrative reform of the structure of the power hierarchy at the regional and district levels;

- the improving the efficiency of the state communications system.

The most significant problem issues in the administrative reform of the structure of the power hierarchy, as follows from work [2, p. 565, 569] should include:

- the change of administrative-territorial structure, and, hence, the structure of the power hierarchy;

- the change of the current model of the structure of the power hierarchy, especially at the regional level;

- the elimination of duplication of functions of state authorities and local self-government bodies at the regional and district levels of public administration;

- control over the functioning of the executive power from the side of society through the institutes of parliamentary and direct democracy;

- the introduction of a criterion for the quality of public services as a key element in the evaluation of the activities of state institutions.

Define the main issues in the functional mechanism of self-ordering.

The most significant problem issues in the formation and implementation of state policies in various spheres of society include:

- concentration of strategic management and policy-making functions at the governmental level;

- necessity of mandatory determination of such policies by certain legal acts;

- the indication within which strategy (strategy) and at what stage they are implemented;

- unification of acts to be determined and approved by state policies;

- effective information policy on their acceptance and support at all sta-

ges of implementation as a form of public control over their implementation;

- development, adoption and implementation by the central executive authorities of action programs that are not prioritized but necessarily executed within these policies in addition to the state target programs;

- taking into account the concept of social partnership in the program-targeted design and evaluation of the results of public policies [2, p. 565];

- obligatory and independent evaluation of the effectiveness of conducting state policies in the country and in various spheres of society.

The most significant issues of the formation and implementation of national projects are:

- a clearer regulatory and legal definition of the scope of their application, as well as delineation with state target programs;

- their binding to a certain period of time, regardless of the nature and designation of the project;

- the inclusion of innovation blocks in their composition

- annual updating (review, refinement, correction) of project tasks;

- effective information support at all stages of their implementation as a form of public control over implementation;

- All-Ukrainian contest of projects — applicants for inclusion in the national projects;

- improvement of the methods of their substantiation, development and implementation, as well as the evaluation of the effectiveness.

The most significant problem issues in the formation and implementation of state target programs should include:

- ensuring the necessity of developing and adopting such programs within the framework of relevant state policies and for implementing their priority directions;

- clearer and more understandable distinction between programs of social and economic development of the country and certain regions;

- inclusion of investment-innovation bloc in their composition;

- annual updating (review, refinement, correction) of program tasks;

- effective information support at all stages of implementation of such programs as a form of public control over implementation;

- divergence in the necessary expenses for their realization with the possibilities of budget financing, which increases the risk of their shortcomings;

- the improvement of the methods of their substantiation, development and implementation, as well as the evaluation of the effectiveness.

The most significant problems of state budgeting should include:

- ensuring the balance of revenue and expenditure parts of the state budget;

- search for the “golden mean” in the balance of state and territorial parts of budget expenditures;

- increase of efficiency of inter-budgetary relations;

- democratization of budget relations in the structure of the power hierarchy, between state authorities and local self-government bodies;

- ensuring the justification of state budget financing of state and regional programs of socio-economic development, national projects and state target programs;

- the justification of expenditures of financial reserves of the state;

- increase the efficiency of state budgeting, in particular by estimating the corresponding costs and personal responsibility of individuals for the results of its implementation [2, p. 565];

- development of the program-target budgeting methodology, in particular the introduction of separate articles of investment and innovation financing;

- further improving the efficiency and effectiveness of public financial control.

Define the main problem issues in the evolutionary part of self-ordering mechanisms.

The most significant issues of strategic management and planning should include:

- necessity of mandatory determination of such management and planning by certain normative-legal acts;

- unification of acts to be determined and approved by state strategies;

- the presence of them in addition to SWOT-analysis of the block of crisis management;

- annual review and correction of development strategies and strategic plans, taking into account the experience of the advanced countries of the world;

- effective information policy on their acceptance and support at all stages of implementation as a form of public control over their implementation;

- keeping a register of national, state and regional development strategies;

- further development of theoretical and methodological and innovative provision of problem issues of strategic management and planning.

The most significant problems of state programs implementation of socio-economic development include:

- ensuring the necessity of developing and adopting such programs within the framework of the respective strategies of state and regional development in order to ensure implementation of their priority directions;
- compliance of the tasks of such programs with the priority directions of regional development;
- systematic interconnection of annual and medium-term regional and territorial programs of socio-economic development;
- display in these programs the tasks of national projects and state target programs insofar as they relate to their respective territories;
- divergence in the necessary expenses for their implementation with the possibilities of budget financing, which increases the risk of their failure.

The most significant problematic issues of economic and social reforms and transformations should be attributed [3–5]:

- the need to support the population;
- increase of efficiency, effectiveness and equity of economic and social conditions (equal economic and social conditions and opportunities of the population within defined territories) as a result of their implementation;
- formation of the basic team of reformers;
- planning of reforms;
- project approach to reform;
- linkage of development strategies, national projects and state target programs with the directions and objectives of the reforms;

• Specificity of directions and tasks of reforms, clarity and reasonableness of expected results;

- determination of the moment of launching and the term of their implementation;
- the pace of reforms;
- the need for sufficient resources for their implementation and successful completion;
- complexity and systematic implementation of them;
- consolidation of the responsible state authority (authorized person) for the preparation and implementation of the reform, its results;
- ensuring transparency, participativeness, transparency, public control at all stages of the conduct;
- reporting on the results of all stages of the reform.

Conclusions. The article deals with the problem issues of the self-ordering mechanisms development in the public administration system in the subject-subjective and object-object relations. Such questions are grouped according to the attributes of self-ordering mechanisms to the institutional, functional and evolutionary parts.

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SUBJECTS AND OBJECTS OF PUBLIC MARKETING

Abstract. The article is devoted to research of theoretical problems of the concepts of the subject and object of public marketing. The definitions of these concepts are considered in the article, the evolution of their development is studied. The article provides an analysis of the main approaches to the notion of subjects and objects of public marketing, their relationship and role in the processes of public marketing. The authors proposes concrete approaches to their systematization. These approaches allow us to identify specific types of public marketing and their main characteristics.

Relying on the analysis of the concept of “subject of public (state) management”, it is concluded that as bodies of state marketing, most often act as executive bodies of state power. In this case, the following levels of marketing subjects in the system of public administration are allocated: the highest level of executive power; Branch central bodies of executive power; Local government bodies; Separate government agencies.

It is noted that the diversity of subjects of public marketing is explained, first of all, by the dependence on the tasks of the state and municipal government, the possibilities of introducing the marketing concept of these subjects and certain characteristics of the said objects of state marketing.

It is noted that the concept of “subject of public marketing” is not always the identical notion of “subject of public administration”. First, not all public authorities are subjects of state marketing. In some cases, this is not appropriate, for example, in the activities of the Ministry of Defense of Ukraine or the Ministry of Internal Affairs of Ukraine. Secondly, state marketing is just one of many alternative management concepts, which is not always the most effective in the public administration system.

Keywords: public marketing, the subject of public marketing, the object of public marketing, types of public marketing.

СУБ'ЄКТИ ТА ОБ'ЄКТИ ПУБЛІЧНОГО МАРКЕТИНГУ

Анотація. Досліджено теоретичні питання понять суб'єкта та об'єкта публічного маркетингу. У статті розглядаються дефініції вказаних понять, досліджується еволюція їх розвитку. Стаття містить аналіз основних підходів до понять “суб'єкт публічного маркетингу” і “об'єкт публічного маркетингу”, їх взаємовідносин та ролі в процесах публічного маркетингу. Автори пропонують конкретні підходи до їх систематизації. Ці підходи дають можливість визначити конкретні типи публічного маркетингу та їх основні характеристики.

Спираючись на аналіз поняття “суб'єкт публічного (державного) управління”, зроблено висновок, що в якості суб'єктів державного маркетингу найчастіше виступають органи виконавчої державної влади. При цьому ви-

ділено такі рівні маркетингових суб'єктів в системі державного управління: Вищий рівень виконавчої влади; Галузеві центральні органи виконавчої державної влади; Місцеві органи державного управління; Окремі державні установи.

Зазначено, що різноманітність суб'єктів публічного маркетингу пояснюється передусім залежністю від завдань державного та муніципального управління, можливостей запровадження маркетингової концепції цими суб'єктами та певних характеристик означених об'єктів державного маркетингу.

Акцентовано, що поняття “суб'єкт публічного маркетингу” не завжди є тотожним поняттю “суб'єкт державного управління”. По-перше, не всі органи державної влади є суб'єктами державного маркетингу. В деяких випадках це не є доцільним, наприклад, у діяльності Міністерства оборони України або Міністерства внутрішніх справ України. По-друге, державний маркетинг являє собою лише одну з багатьох альтернативних концепцій управління, що не в усіх випадках є найефективнішою в системі публічного управління.

Ключові слова: публічний маркетинг, суб'єкт публічного маркетингу, об'єкт публічного маркетингу, типи публічного маркетингу.

СУБЪЕКТЫ И ОБЪЕКТЫ ПУБЛИЧНОГО МАРКЕТИНГА

Аннотация. Исследованы теоретические вопросы понятий субъекта и объекта публичного маркетинга. В статье рассматриваются дефиниции указанных понятий, исследуется эволюция их развития. Статья содержит анализ основных подходов к определению “субъект публичного маркетинга” и “объект публичного маркетинга”, их взаимоотношений и роли в процессах общественного маркетинга. Авторы предлагают конкретные подходы к их классификации. Данные подходы позволяют определить конкретные типы общественного маркетинга и их основные характеристики.

Опираясь на анализ понятия “субъект публичного (государственного) управления”, определено, что в качестве субъектов государственного маркетинга чаще всего выступают органы исполнительной государственной власти. При этом выделены следующие уровни маркетинговых субъектов в системе государственного управления: Высший уровень исполнительной власти; Отраслевые центральные органы исполнительной государственной власти; Местные органы государственного управления; Отдельные государственные учреждения.

Отмечено, что разнообразие субъектов публичного маркетинга объясняется прежде всего зависимостью от задач государственного и муниципального управления, возможностей внедрения маркетинговой концепции этими субъектами и определенных характеристик указанных объектов государственного маркетинга.

Указано, что понятие “субъект публичного маркетинга” не всегда тождественно понятию “субъект государственного управления”. Во-первых, не все органы государственной власти являются субъектами государственного маркетинга. В некоторых случаях это не целесообразно, например, в деятель-

ности Министерства обороны Украины или Министерства внутренних дел Украины. Во-вторых, государственный маркетинг представляет собой лишь одну из многих альтернативных концепций управления, не во всех случаях является эффективной в системе публичного управления.

Ключевые слова: публичный маркетинг, субъект публичного маркетинга, объект публичного маркетинга, типы публичного маркетинга.

Problem statement. The analysis of an essence and roles of subjects and objects of public marketing is the basic principles of researches of public marketing problems. Determination of these concepts and a study of their main characteristics substantially influences results of the further analysis.

Analysis of the last researches and publications. Such foreign and Ukrainian researchers as: I. A. Zosimova [18], I. N. Rasskazova [17], E. O. Romanenko [19], K. M. Romanenko [20], E. V. Romat [6], A. A. Skopin [12], L. V. Smorgunov [13], V. T. Shatun [18], I. V. Chaplai [19] etc. were engaged in a research of development and formation of basic theoretical bases of public marketing (including the analysis of subjects and objects of public control).

Statement of objectives (purpose) article. To analyze the concepts “subject of public marketing” and “object of public marketing” of the system of public marketing.

Statement of basic materials. It is obvious that the research of the concept “subject of public marketing” is impossible without appropriate accounting of an essence of such basic concepts as “the subject of public control” and “the subject of marketing”.

Proceeding from it, we will analyze at first briefly the concept “subject of public control”. We will mark, first of

all, that this concept rather close, basic, and in its certain part is identical to the concept “subject of public marketing”. We will consider the main points of view concerning the specified concept which are shown by the modern researchers. At once we will notice, that most of authors uses as synonyms, the concepts “subject of public control” and “subject of public administration”.

In particular, authors of the relevant article in issuing “The encyclopedia of public administration” give such capacious definition: “The subject of public administration – the authority, institution, subdividing of the public administration apparatus or the official which develop and make state and administrative decisions concerning implementation of the control action on the subordinate objects of management or regulations of certain processes and the relations in different spheres of public activity” [2, p. 614]. As we can see from the above quotation, in determination of an essence of the concept which is considered authors, adhere to management approach.

One of the leading Ukrainian scientists in the field of public administration. V. D. Bakumenko laconically expresses such position: “A subject of public administration is the system of the government in the form of specially formed authorities, which interacting,

between which certain functions of public administration are distributed” [3, p. 13]. The similar position is taken by such domestic and foreign scientists as V. Ya. Malynovsky [4, p. 115], V. T. Chirkin [5, p. 31], K. V. Sibikeev [7, p. 22], etc. We will note what authors, listed above, fairly refer to subjects of the state (public) administration not only public authorities and their heads, but also socially active citizens and representatives of social organizations and associations. Justice of inclusion of these categories of subjects of state administration not only is confirmed by logic of the movement to civil society, but receives more and more confirmations in practice of public management. It is obvious that we have all reasons to use this approach at further definition of subjects of public marketing.

Before passing to the analysis of the concept “subject of the state marketing”, it is expedient to analyze more general concept “subject of marketing”. The concept of subjects of marketing is researched in works of many scientists, however determination of their essence is described by the authors quite seldom. So, authoritative representatives of marketing science, the Ukrainian professors A. F. Pavlenko and A. V. Voychak noted: “Subjects of marketing are the enterprises, the organizations or individuals between whom there are marketing communications” [8]. Thus, the authors propose that the main criterion of classification of the enterprises and organizations to subjects of marketing is existence between them the marketing communications. Most of other authors, considered this problem, (for example, G. V. Bakanov [9, p. 117]; Yu. A. Shevchenko [10,

p. 21]; S. U. Nuraliyev and D. S. Nuralieva [11, p. 77], etc.) despite rather wide list of subjects of marketing, did not define either essence of the concept “subject of marketing”, or provided the range of marketing subjects.

Having analysed the approaches given above, we will define own position to the most important in the plan of our further analysis of the concept “**subject of marketing**”. In our opinion, this concept is defined as *the subject of management which bases its administrative activity in a certain field of activity on the principles of marketing and actively introduces instruments of practical marketing in its activity.*

Thus, in definition of the considered concept we consciously have departed from a specification of the sphere in which the marketing principles and practical tools will be introduced.

Let us consider in more detail the concept “**subject of the state marketing**”. The famous expert A. A. of Skopin limits understanding of this category only to participation of state authorities in regulation of marketing activity of subjects of business: “The state as the third subject of marketing near sellers and consumers carries out a specific role in the market. Without satisfying directly need of consumers, it has to regulate this process and promote achievement of a compromise of interests with the minimum expenses of society. It is caused by need to consider economic and social processes in unity and interaction. At the same time the state unlike the separate enterprise is interested in effective functioning of economy in general” [12]. Without denying the important regulating function of the state as one of the main el-

ements of the marketing environment of any organization, it is possible to approve need of the analysis of rather wide sphere of direct application of the concept of the state marketing by public authorities that will be a subject of our further analysis.

In the textbook published edited by of professor L. V. Smorgunov, it is maintained that: “In the state marketing the subjects are public authorities and institutions of management of all levels from nation-wide to local act” [13, p. 91].

Specifying the definition of the concept “subject of public marketing” provided by the scientists quoted above it is possible to offer it. The subject of public marketing is an active participant of public and marketing activity that puts significant effect both on object of public marketing, and on processes of marketing and transaction processes and degree of success of achievement of the public marketing goals.

Being guided by the analysis of the concept “subject of public (state) management”, it is logical to come to a conclusion that bodies of the executive government most often act as subjects of the state marketing. At the same time it is possible to suggest to underline the following levels of marketing subjects in the system of state administration:

1. The highest level of executive power.
2. Branch central bodies of the executive government.
3. Local public authority.
4. Separate public institutions.

A variety of subjects of public marketing is explained, first of all, by dependence on tasks of the public and municipal administration, opportunities of introduction of the marketing

concept by these subjects and certain characteristics of the specified objects of the state marketing [6, p. 270–275].

It should be noted that the concept “subject of public marketing” isn’t always identical to the concept “subject of state administration”. First, not all public authorities are subjects of the state marketing. In certain cases it isn’t expedient, for example, in activity of the Ministry of Defence of Ukraine or the Ministry of Internal Affairs of Ukraine. Secondly, the state marketing represents only one of many alternative concepts of management that not in all cases is the most effective in the system of public management.

As shows the analysis, among the main types of subjects of public marketing in absolute majority of cases bodies of the executive government are listed. Definition of the main characteristics of the concept “subject of public marketing” as formulated by us above, allows us to expand the list of subjects of public administration. It occurs due to criterion “significantly influences the main administrative processes of marketing (planning, organization, control) and defines degree of success in achievement of the marketing purposes”.

Given this, besides the main types of subjects of public administration, it is necessary to carry to subjects of the state marketing also society in general, specific subjects of political and public work, separate active groups of the population and specific active citizens. It corresponds to recent trends of development of civil society. In favor of the similar decision it is possible to adduce the following arguments:

1. Voluntary exchange and obligatory need for exchange, realization of

transactions is the integral condition of any marketing activity including in public administration. Presence of good will at the main participants of state and marketing activity, their readiness to exchange certain resources (actions) with public authorities is a necessary condition not only for the success of state and marketing activity, but also fact of its implementation.

2. In the conditions of development of civil society within a certain state there a growing role of political and public organizations without which participation the solution of rather wide range of problems of public management is impossible.

3. The fact of powerful influence of political and public activity subjects on degree of success in achieving goals of state and marketing activity is indisputable.

The analysis of an essence of the concept “subject of public marketing” requires a research of its communications with the concept “object of public marketing”. When analysing of this concept it is important to note that this term is inseparably linked with the concept “subject of marketing”. It may be added that boundaries in between in the modern conditions are quite conditional.

It is difficult to resist the Ukrainian scientist, professor M. H. Koretsky who fairly notes: “The main contradiction of public administration is that compliance of the subject and an object of management is never absolutely complete as it both is set, and is broken at the same time. This infinite problem situation is aggravated and solved from time to time by certain reorganizations or less global changes” [14, p. 14].

We meet confirmation to this situation in many works scientific and important regulations. In particular, in the Concept of administrative reform in Ukraine, the named concepts are considered as basic elements of public administration system:

“a) subjects of management (executive authorities),

b) objects of management (spheres and areas of public life which are under organizing influence of the state),

c) administrative activity (process), that is certain public relations through which are implemented” [15].

It is also important to emphasize that according to article 5 of the Constitution of Ukraine: “The carrier of sovereignty and the only source of the power in Ukraine are the people. The people carry out the power directly and through public authorities and local governments”. Further, in the 38th article of the Basic law it is said: “Citizens have the right to participate in administration of state affairs, in All-Ukrainian and local referendum, to freely elect and be elected to public authorities and local governments” [1].

It should be noted that the term “object of the state marketing” is close, but it isn't identical to the term “object of state administration”. So, it is possible to agree with V. B. Averyanov who claims that not only the population and certain groups of people, and certain material resources, elements of production and spiritual human life – natural, material and financial resources, territories, material objects of culture, that is all those objects which are at the disposal of subjects of public administration, are defined by objects of public administration [16, p. 29].

Professor N. H. Koretsky notes about it: “Object of management are various forms of the public relations, communications, behavior and activities of people to which influence of the subject of management is directed. The object of management always is in dialectic correlation with the subject. This communication is shown in particular that the object of management is a product of activities of the subject of management in a certain measure. The subject of management can be an object of management also, if it is at the lowest step of hierarchy of control. Concerning society in general, its specific, rather independent cells, these formations to some extent can be at the same time both an object, and the subject of management” [14, p. 17].

Defining the concept “object of public (state) marketing” it is necessary, in our opinion, first of all, to mean citizens of the state. Though quite often researchers specify also presence of other target groups.

Analyzing the list of objects of public marketing, authors of the monograph under L. V. Smorgunov’s edition specify in the text: “In state marketing [...] objects are citizens, social groups, communities, the state and private organizations (as production, commercial and noncommercial, and non-productive)” [13, p. 91].

Through relations of subjects and objects of the state marketing the researcher I. N. Rasskazova considers an essence of the analysed concept. However, at the same time she uses the concept “political marketing”: “We put such sense in the term “political marketing”: it is not just realization of marketing activity at the level of the state, and knowledge

by the subject of public administration system as process of interaction and interference of two its components: operating and operated. “Political science” means also a possibility that learns (that is already has marketing information) to plan and therefore, to operate, this process (interaction of power structures and the population) and to correct it in case of need” [17].

Quite branched system of public marketing objects is represented by V. T. Shatun and I. A. Zosimova: “Act as objects of marketing in public management:

- public services and public benefits (goods, services, etc.). They can be divisible: pension provision, medical care, general and professional education, and indivisible — public safety;

- the enterprises and the organizations which are in state ownership and are subject to privatization and privatization and also the stock of the enterprises and organizations, state which are owned and subject to sale;

- state bodies and local government — for increase in their prestige, improvement of image and ensuring assistance of their activity from the public, commercial organizations and natural persons;

- the rights, duties and the functions of citizens and the organizations significant for existence and development of the state and society — processes of consumption of public services, payment of taxes, participation in elections, execution of a compulsory military service, judicial and other civil duties, functions;

- norms and rules of conduct, values, programs, ideas which are supported by the state and useful to society;

- territories — country, regions, interregional educations, cities and other areas” [18, p. 182]. It should be noted that definition unites a certain list of objects, but not definition of their essential nature.

Conclusions. Summing up the intermediate results of the analysis, let's define the concept “object of public marketing”. In a broad sense **object of public marketing** are all objects to which purposeful public and marketing influence for the purpose of the goals achievement of subjects which carry out public and marketing activity, is directed.

The main **types** of objects of public marketing act:

- citizens of the state, the population, society in general, groups of people identified on any sign and other target audiences, to which transaction operations are performed and on which activity (inactivity) the success of state and marketing activity directly depends. In this sense the specified objects can be considered as “the market of the state marketing”;

- services and the ideas (which are considered in respect of “goods” in state marketing);

- certain territories and settlements which demand use of marketing tools;

- other elements of a complex of the state marketing (“price”, “sale”, system of state and marketing communications), etc.

Considering these concepts of the system of public marketing it is necessary to realize clearly that their concepts cardinally differ from the corresponding concepts of the “traditional” theory of commercial marketing. First of all, it concerns such concepts as “goods”,

“price”, “sale”, “market” in public marketing, etc. So, from the point of view of methodology there would be categorically incorrect a mechanical transferring of the marketing principles to the system of public management not only from the market sphere of their use, and even from much closer branches, for example, from the system of social, territorial or political marketing [6, p. 264].

Consumers act as an important element of system of public marketing and one of the most important types of its objects. This concept will be considered in our further publications.

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REFORMING OF THE LOCAL GOVERNMENT IN UKRAINE: PRACTICAL ASPECTS

Abstract. The practical aspects of the reform of local government in Ukraine at the present stage of decentralization of power are highlighted, namely: in the conditions of voluntary association of territorial communities on the example of Koropsky district of Chernihiv region. It is proved that the administrative and territorial reform of the territorial formation of the administrative unit, which will carry the name of the rayon and which will unite several united territorial communities, should be a logical continuation of the process of completion of the association of territorial communities. This should depend on the geographical location, the availability of infrastructure, the road transport network, the availability of medical services, and other factors.

It was noted that in order to ensure the implementation of the provisions of the Concept for the reform of local self-government and the territorial organization of power in Ukraine, a district council of representatives of OTG should be formed in such a structural unit, which will provide the main powers of local government bodies at the district level. The district council should establish its own executive body, which should be under its control and accountable. The system of central executive authorities in the newly created administrative unit (rayon) may be represented by the relevant body set up by the Cabinet of Ministers of Ukraine, whose functions should include the coordination of the activities of the territorial units of the executive power on the ground and control over the targeted and effective use of the State budget funds that will be received on the development of the respective territories.

It has been determined that local authorities, which are one of the main subjects of public administration at the local level and, in particular, the development of territories, most in their activity take into account the traditions of the people, their mentality, the level of development of civil society and its ability.

Keywords: local government, reform, decentralization, territorial communities (OTG).

РЕФОРМУВАННЯ МІСЦЕВОЇ ВЛАДИ В УКРАЇНІ: ПРАКТИЧНІ АСПЕКТИ

Анотація. Висвітлено практичні аспекти реформування місцевої влади в Україні на сучасному етапі децентралізації влади, а саме: в умовах добровільного об'єднання територіальних громад на прикладі Коропського району

Чернігівської області. Доведено, що логічним продовженням процесу завершення об'єднання територіальних громад має стати адміністративно-територіальна реформа з територіального формування адміністративної одиниці, яка носитиме назву району та яка об'єднуватиме кілька ОТГ. Це має залежати від географічного розташування, наявності інфраструктури, дорожньо-транспортної мережі, доступності надання медичних послуг, інших чинників.

Відмічено, що з метою забезпечення реалізації положень Концепції реформування місцевого самоврядування та територіальної організації влади в Україні у такій структурній одиниці має бути сформована районна рада з представників ОТГ, що забезпечуватиме основні повноваження органів місцевого самоврядування районного рівня. Районна рада має утворити власний виконавчий орган, який повинен бути їй підконтрольним та підзвітним. Систему органів центральної виконавчої влади у новоствореній адміністративній одиниці (районі) може представляти відповідний орган, утворений Кабінетом Міністрів України, до функцій якого має бути віднесено координацію діяльності територіальних підрозділів органів виконавчої влади на місцях та контроль за цільовим та ефективним використанням коштів Державного бюджету, що надходять на розвиток відповідних територій.

Визначено, що саме місцева влада, яка є одним із основних суб'єктів публічного управління на місцевому рівні та, зокрема, розвитку територій, у своїй діяльності найбільш враховує традиції народу, його ментальність, рівень розвитку громадянського суспільства та його спроможність.

Ключові слова: місцева влада, реформування, децентралізація, об'єднання територіальних громад (ОТГ).

РЕФОРМИРОВАНИЕ МЕСТНОЙ ВЛАСТИ В УКРАИНЕ: ПРАКТИЧЕСКИЕ АСПЕКТЫ

Аннотация. Освещены практические аспекты реформирования местной власти в Украине на современном этапе децентрализации власти, а именно: в условиях добровольного объединения территориальных общин на примере Коропского района Черниговской области. Доказано, что логическим продолжением процесса завершения объединения территориальных общин должна стать административно-территориальная реформа по территориальному формированию административной единицы, которая будет носить название района и объединять несколько объединенных территориальных общин. Это зависит от географического расположения, наличия инфраструктуры, дорожно-транспортной сети, доступности предоставления медицинских услуг, других факторов.

Отмечено, что в целях обеспечения реализации положений Концепции реформирования местного самоуправления и территориальной организации власти в Украине в такой структурной единице должен быть сформирован районный совет из представителей ОТО, обеспечивающий основные полномочия органов местного самоуправления районного уровня. Районный совет должен создать собственный исполнительный орган, который должен быть

ему подконтрольным и подотчетным. Систему органов центральной исполнительной власти во вновь созданной административной единице (районе) может представлять соответствующий орган, образованный Кабинетом Министров Украины, к функции которого должны быть отнесены координация деятельности территориальных подразделений органов исполнительной власти на местах и контроль за целевым и эффективным использованием средств Государственного бюджета, поступающие на развитие соответствующих территорий.

Определено, что именно местные власти, которая является одним из основных субъектов публичного управления на местном уровне и, в частности, развития территорий, в своей деятельности наиболее учитывает традиции народа, его ментальность, уровень развития гражданского общества и его способность.

Ключевые слова: местная власть, реформирование, децентрализация, объединение территориальных общин (ОТО).

Formulation of the problem. Local authorities, which are one of the main subjects of public administration at the local level and, in particular, the development of territories, take into account the traditions of the folk, their mentality, the level of development of civil society and its ability in their activity.

The development of Ukraine as a democratic, social and legal state is directly linked to the establishment of an effective local government.

The Concept for the Reforming of Local Self-Government and Territorial Organization of Power in Ukraine (hereinafter – the Concept), adopted on April 1, 2014, defines the main ways of the solving of the problems of local self-government. The key issues that determine the essence of change are: the definition of a sound territorial basis for the activities of local self-government bodies and executive authorities; the creation of proper material, financial and organizational conditions for

ensuring the implementation of own and delegated powers by local self-government bodies; the division of powers between local self-government bodies and executive authorities at different levels of the administrative-territorial structure on the principles of subsidiarity and decentralization; maximum involvement of the population in the adoption of managerial decisions, the promotion of the development of forms of direct democracy [1].

The Strategy for Sustainable Development “Ukraine 2020”, approved by the Decree of the President of Ukraine dated January 12, 2015 № 5/2015 [2], which defines the purpose, the vectors of the movement, the roadmap, the top priorities and indicators of the proper conditions for the formation and development of Ukraine, defines decentralization and public administration reform according to the responsibility vector among the main reforms and programs of state development. It is stated [2] that territorial communities

have to solve issues of local importance, their well-being independently and bear responsibility for the development of the entire country.

The analysis of recent publications has shown that the issues of the effective functioning of local authorities, the formation of representative bodies of power, in particular on the local level, the growth of the role of territorial communities in the solution of local affairs, are grounded in scientific works by V. Bordeniuk, V. Vakulenko, P. Vorona, V. Goshovska, T. Ivanova, V. Kuybida, O. Pukhkal, I. Rozputenko, V. Tolkovanov and others.

Despite the considerable interest of domestic and foreign researchers in the issues of the functioning of local authorities, the issue of the reforming of local government in the conditions of voluntary association of territorial communities (hereinafter – ATC), in particular, the practical aspects of this process, have not yet become the subject of special scientific research.

That is why the **purpose** of this **article** is to highlight the practical aspects of the reforming of local government in Ukraine at the present stage of decentralization of power (in the conditions of voluntary association of territorial communities on the example of Koropskyi district of Chernihiv region).

The main material. The concept provides the decentralization of power and the construction of such a system of local self-government, which is fully consistent with the principles of the European Charter of Local Self-Government and the provisions of other international treaties, recommendations of the Council of Europe in the field of local and regional democracy.

The Concept takes into account the recommendations of the Congress of Local and Regional Authorities of the Council of Europe, adopted at its session on October 31, 2013, as well as the provisions of the Declaration of Congress of March 25, 2014.

The concept [1] defines a three-tier system of organization of local self-government and clearly defines the areas of competence of each level of local self-government. The main areas of responsibility of local self-government bodies are concentrated at the basic level, and their number is much higher than at other levels.

Understanding the importance and necessity of reforming the outdated and ineffective in nowadays' reality system of administrative-territorial structure in the country, and local authorities as one of its derivatives, the Koropskyi district council began to study the *main provisions* of the draft Law of Ukraine "On voluntary association of territorial communities" in 2014 yet, since its appearance on the website of the Verkhovna Rada of Ukraine, and the Concept of the Reforming of Local Self-Government and Territorial Organization of Power in Ukraine [1].

It should be noted that from March 2015 the Law of Ukraine "On voluntary association of territorial communities" [3] stipulates: the basic conditions for the voluntary association of territorial communities; the procedure for voluntary association, in particular, the formation of a united territorial community and the reorganization of local self-government bodies; the procedure for voluntary adherence to the united territorial communities; state support for voluntary association of territorial

communities and voluntary adherence; forms of such support, in particular financial support by the state and a perspective plan for the formation of community territories.

The *analysis* carried out by the executive body of the Koropyskyi District Council showed that over the last 25 years the number of residents in the district has decreased by 11.3 thousand, and the number of village councils has increased by 9. There has become a situation where the largest village council accounted for more than 2 thousand inhabitants and the smallest one had not even 200 with the same number of staff units in the local councils, ie, the load per one employee of the executive board of one council was 10 times more than of the other one, with the same financial costs for the maintenance of the apparatus. It has become obvious that the reform of the grassroots, basic, composition would entail the association of communities into new units at the level of the newly formed regions, as well as the introduction of certain changes at the regional level. That is, this component of the formation of a new administrative-territorial structure has become almost the most controversial part in the decentralization reform. A simple change in the boundaries of the councils without the transfer of power and financial flows to the locations was, in our opinion, the main reason for the failure of the attempt to conduct administrative and territorial reform in 2005. *Taking into account* these factors, the *work on realization* on the territory of the district of a project on decentralization of power through the voluntary association of territorial communities began in the district.

As part of the *information and communication campaign* and clarification of the main provisions, organizational and legal support for the implementation of the Concept [1], the implementation of the legislation on cooperation and association of territorial communities [3, 4], the district council and district state administration have developed a number of appropriate measures for implementation. In particular: workshops with village, town heads; training directly in village, town councils with deputies, members of executive committees, community assets; discussion of the issue of the association of territorial communities for discussion at general meetings in settlements of the district; "Round tables" with village, town chairmen, heads of institutions, organizations of the district, heads of structural units of the district council, district state administration, with participation of mass media representatives on implementation of legislation on the cooperation and association of territorial communities in the district. During the discussions the question of possible risks has arisen: financial risks; preventing of the reduction of provision of services to the population of future communities; the resistance of leaders of self-sufficient territorial communities against voluntary association. After a considerable amount of the preparatory work, explanatory work, taking into account the requirements of the territorial communities of the district as a whole to ensure their further independent functioning, several variants of the association have been worked out.

When considering the options for a possible association it was considered that Koropyskyi district has one of the

lowest population density, high population aging, negative population growth, and a remified network of budget institutions. One of the defining principles of the association was the availability of public services, territorial location and transport links. The possibility of self-financing of united territorial communities has been also taken into account.

After the long discussions and analysis by of village, town leaders, it has been offered to choose a baseline model – the creation in the district of two united territorial communities. This option provided the creation of the Koropskyi ATC, consisting of 19 village, town councils and Ponorhytskyi ATC, consisting of 8 local councils, and fully met the Methodology for the formation of capable territorial communities [5].

The decision of the round table was submitted to the consideration and approval of the *working group* for the processing of the proposals of the territorial communities of the district regarding their voluntary association, approved by the joint decree by the acting head of the district state administration and the chairman of the district council from February 20, 2015, № 3. The working group included the representatives of the district state administration and district council, deputies of the district council, village and town heads of the district. The working group approved the proposals for the voluntary association of the territorial communities of the Koropskyi district, with the subsequent provision of them to the regional state administration and regional council for the generalization and informing of the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine.

After the decision was made by the Chernihiv Oblast Council on the *approval of the Perspective Plan for the Formation of Territories of the Chernihiv Oblast Communities* and its approval by the Cabinet of Ministers of Ukraine [6] (with the formation in the district of two ATCs (see Figure), *direct work on the creation of united territorial communities* has started.

However, it must be admitted that 2015 was lost in relation to the formation of communities. This was caused by a number of objective and subjective factors:

- the resistance of the leaders of self-sufficient territorial communities against voluntary association (due to “budget decentralization” with changes to the Budget and Tax Codes);
- In local communities there was a demand for land plots that over the past decades have been overgrown with weeds, woods, have not been used for their intended purpose. The arrival of investors on the territory of the relevant councils has multiplied the incomes to the local budgets from the payment of land taxes. The community leaders received self-sufficient budgets, that in turn gave the opportunity not only to invest in the development of the respective territories, but also to increase spending on the maintenance of the apparatus by raising salaries. In a part of village councils, due to the additional funds received, wages of executive officers were 4–5 times higher than the salaries of employees of the executive branch of the district council and district state administration. Such village councils were 30–40 %, and they understood that, in the event of association, their funds would be centralized



The boundaries of the ATC of the Koropskiy district according to [6]

into one, general budget of the united territorial community, and, accordingly, induced the deputies of local councils, heads of budgetary institutions against the process of association.

In addition, in 2015, village and town leaders were fully absorbed in the election race (local elections), as the competition in connection with the activation of political parties on the eve of the election had grown significantly. The events in the state of 2013–2014 have changed the political mood of people. In each village, 4 to 7 candidates claimed the position of village chairmen, and the existing village leaders were not concerned about the process of decentralization.

The fuzzy position of the executive branch of government significantly influenced the impossibility of creating an ATC in the district, in 2015. With the appointment of a new leadership in the oblast and district state administrations, a new trend has emerged in the approach to the formation of an ATC: “one district – one community”. In open meetings, the mass media declared the support for decentralization processes in a manner determined by the law – on the principles of voluntariness, in accordance with the requirements of the Perspective Plan, sticking to the requirements of the Methodology for the formation of capable territorial communities, and in fact insisted

that the village heads should unite only in one community, and that this community is headed only by the head of the district state administration, and at the same time ignoring the abovementioned normative-legal acts. That is, as a result of such a “reform” a so-called community should be formed, which would be controlled and influenced by the executive branch itself, would have the same geographical boundaries as the district. At the same time, in the presence of village and town councils, people received administrative services directly on the locations, and when creating a single community, when most administrative and regulatory functions would go directly to the community, villagers would have to go to the community center for services, in our case this is 60–70 km from the uttermost villages of the district.

Unfortunately, these factors, combined with others, did not allow us to start work on the creation of an ATC in the Koropyskyi district in 2015. The time for local self-governance reform among the pioneers was lost. But in the region the classic situation was already brewing, when “the lower classes did not have the desire and the upper ones did not have the possibility”.

The results of the local elections in October 2015 slightly changed the configuration of the deputy corps and village heads. One third of the leaders of territorial communities was not re-elected to positions held, they were mainly those people who were the biggest opponents of the reform of local self-government. At the level of the district council, with the active support of the newly elected village head Korop, the *work on the forming of public opi-*

nion about the necessity and expediency of reforms has been started again. The *representatives of the Office of Reforms* in the oblast, *civil society organizations*, which introduced decentralization into a practical plane, were *involved* in the cooperation. The first five ATCs that came to direct intergovernmental relations began to operate in the oblast. With the delegations of village and town leaders, with the active support of the Association of Local Councils of Koropyskyi region, the experience of the Kiptivska, Vertiivska, Desnianska ATCs of the Chernihiv region, Shishatska ATC of the Poltava region, which was the most territorially and financially consistent with the approved Perspective Plan of the Koropyskyi ATC, *was studied*.

In March 2016, at a joint meeting with village and town leaders, *an algorithm* for association in the Koropyskyi ATC *was developed* and the *process of reforming the local self-government* of Koropyskyi region was initiated. The initiator of the association was the Koropyskyi village council. Having passed all procedures provided by the legislation, which included sessions of village and town councils, public discussions, formation of joint working groups, development of draft decisions, making conclusions on the conformity of draft decisions in September 2016, a decision “On voluntary association of territorial communities in the Koropyskyi united territorial community” was made.

The ATC included 16 village and one town council (63 % of the total), the population was 15,7 thousand people (67 % of the total), the area of ATC is 907,4 km². (69 % of the total), 45 settlements in the community (69 % of the

total). Two village councils that according to the Perspective Plan were to be part of the Koropyskyi ATC, did not wish to associate at this stage and now operate independently.

According to the appeal of the regional state administration, the Central Election Commission appointed on December 18, 2016, the first elections in the united territorial community, which resulted in the convincing victory (on the post of the village head) of the initiator of the association, the village head Zhuravel V., acting on that time, and the election of 26 deputies of the village council. At the first session of the village council on December 30, 2016, the powers of the village head and deputies of the village council were recognized. In May 2017, the first election of a village elder in 16 eldership of Koropyskyi ATC was held. With the conduction of the election of the elder, the organizational process for the formation of the Koropyskyi ATC can be considered as completed, but *the whole process of reforming of the local authorities*, which has become new form, *has not been completed yet*, new problems, requiring the prompt and effective resolution and a clear distinction between the defined legislative framework.

Conclusions of the study. We believe that the logical continuation of the process of completing the association of territorial communities should be the administrative-territorial reform of the territorial formation of the administrative unit, bearing the name of the district and uniting several ATCs. It should depend on the geographical location, the availability of infrastructure, the transport network, the availability of medical services, and other factors.

In order to ensure the implementation of the provisions of the Concept of the Reform of Local Self-Government and the Territorial Organization of Power in Ukraine in such a structural unit, a district council of representatives of the ATC, providing the main powers of the local self-government bodies at the district level, should be formed. The district council should establish its own executive body, which should be under its control and accountable to it. The system of central executive authorities in the newly created administrative unit (district) may be represented by the relevant body set up by the Cabinet of Ministers of Ukraine, the functions of which should include the coordination of activities of territorial units of executive power on locations and control over the targeted and effective use of the State budget funds that will be received for the development of the respective territories.

In perspective, further researches in this area should relate to scientifically grounded offers for further steps in reforming local government.

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EUROONTEGRATION ASPECTS OF BASIC MECHANISMS DEVELOPMENT IN PUBLIC ADMINISTRATION

Abstract. The article considers a number of European integration aspects of the basic mechanisms development in public administration in the context of the “Good Governance” paradigm. Their peculiarities and corresponding problem questions are singled out.

Proved that the efficiency and effectiveness of adopting and implementing state-management decisions associated with an increase in receiving and processing information electronically through a computer system and information technology (electronic information and referral and information-legal systems, networks, grid-technology, automated work places of the manager, etc.). It is about forecasting, planning and designing, monitoring, evaluation, monitoring, etc. All of this relates to strategic management and planning, programmatic and targeted (government action programs, national and other targeted programs, regional programs, national projects) management, state and local budgeting.

It is noted that increasing the efficiency of providing various administrative services is associated with an increase in the volume of administrative services and their geography and the reduction in the time of their provision (technology “single window”, information and reference electronic networks, etc.).

Identified the introduction of the model and paradigm of “good governance” in the national system of public administration, ignoring the world, especially European experience implementing the model and paradigm of “good governance”; excessive lobbying for decentralization by the authorities at the city level; an attempt to reform the public administration system, in particular by moving to the model of “state management” in real conditions of the limited budget of the state; lack of serious preparedness, first of all recruiting, to such a transition; in fact, there is an artificial attempt to combine two different models of public administration, namely, “good governance” and “state management”, etc.

Keywords: aspects, basic mechanisms, public administration, eurointegration, paradigm “Good Governance”, development.

ЄВРОІНТЕГРАЦІЙНІ АСПЕКТИ РОЗВИТКУ БАЗОВИХ МЕХАНІЗМІВ ДЕРЖАВНОГО УПРАВЛІННЯ

Анотація. Розглянуто низку євроінтеграційних аспектів розвитку базових механізмів державного управління, зокрема, в контексті парадигми “Good Governance”. Виділені їх особливості та відповідні проблемні питання. Обґрунтовано, що підвищення ефективності та результативності прийняття та реалізації державно-управлінських рішень пов’язане із збільшенням обсягів отримання та оброблення інформації в електронному вигляді за допомогою комп’ютерних систем та інформаційних технологій (електронні інформаційно-довідкові та інформаційно-правові системи, мережі, грид-технології, автоматизовані робочі місця управлінця та інше). Йдеться про прогнозування, планування та проектування, контроль, оцінювання, моніторинг тощо. Все це стосується стратегічного управління та планування, програмно-цільового (програми діяльності уряду, загальнодержавні та інші цільові програми, регіональні програми, національні проекти) управління, державного і місцевого бюджетування.

Відзначено, що підвищення ефективності надання різноманітних адміністративних послуг пов’язане із збільшенням обсягів адміністративних послуг та їх географії та зменшенням часу їх надання (технологія “єдине вікно”, інформаційно-довідкові електронні мережі та інше).

Визначено проблемні питання запровадження моделі та парадигми “добросовісного врядування” у вітчизняній системі державного управління: неврахування світового, насамперед європейського досвіду впровадження моделі та парадигми “добросовісного врядування”; надмірне лобювання децентралізації владою на міському рівні; спроба реформування системи державного управління, зокрема шляхом переходу до моделі “державного менеджменту” в реальних умовах обмеженості державного бюджету; відсутність серйозної підготовленості, в першу чергу кадрової, до такого переходу; фактично спостерігається штучна спроба поєднати дві різні моделі державного управління, а саме “добросовісного врядування” та “державного менеджменту” та ін.

Ключові слова: аспекти, базові механізми, державне управління, євроінтеграція, парадигма “Good Governance”, розвиток.

ЕВРОИНТЕГРАЦИОННЫЕ АСПЕКТЫ РАЗВИТИЯ БАЗОВЫХ МЕХАНИЗМОВ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. Рассмотрен ряд евроинтеграционных аспектов развития базовых механизмов государственного управления, в частности, в контексте парадигмы “Good Governance”. Выделены их особенности и соответствующие проблемные вопросы.

Обосновано, что повышение эффективности и результативности принятия и реализации государственно-управленческих решений связано с увеличением объемов получения и обработки информации в электронном виде с помощью компьютерных систем и информационных технологий (электронные информационно-справочные и информационно-правовые системы, сети, грид-технологии, автоматизированные рабочие места управленца и прочее). Речь идет о прогнозировании, планировании и проектировании, контроле, оценке, мониторинге и тому подобном. Все это касается стратегического управления и планирования, программно-целевого (программы деятельности правительства, общегосударственные и другие целевые программы, региональные программы, национальные проекты) управления, государственного и местного бюджетирования.

Отмечено, что повышение эффективности предоставления различных административных услуг связано с увеличением объемов административных услуг и их географии и уменьшением времени их предоставления (технология “единое окно”, информационно-справочные электронные сети и т. д.).

Определены проблемные вопросы внедрения модели и парадигмы “добродетельного управления” в отечественной системе государственного управления: неучет мирового, прежде всего европейского опыта внедрения модели и парадигмы “добродетельного управления”; чрезмерное лоббирование децентрализации власти на городском уровне; попытка реформирования системы государственного управления, в частности путем перехода к модели “государственного менеджмента” в реальных условиях ограниченности государственного бюджета; отсутствие серьезной подготовленности, в первую очередь кадровой, к такому переходу; фактически наблюдается искусственная попытка совместить две разные модели государственного управления, а именно “добродетельного управления” и “государственного менеджмента” и др.

Ключевые слова: аспекты, базовые механизмы, государственное управление, евроинтеграция, парадигма “Good Governance”, развитие.

Target setting. In Ukraine, there is an accelerated implementation of its European integration aspirations. In this context, in our opinion, the question of the impact of this aspiration on the development of basic mechanisms

in public administration deserves attention.

Analysis of recent publications on issues. Various aspects of the application of the European integration approach are highlighted in the domestic legal and regulatory framework, in the reference literature, as well as in studies of public administration of the domestic (A. Kolodiy, V. Martynenko, P. Nadolishniy, L. Novak-Kalyaev, I. Grigorchak, A. Pukhtetskaya, O. Krasovskii and others) and foreign (Y. Gonzigzh, D. Krasilnikov, O. Sivintseva, E. Troitskaya, etc.) scholars [1–13].

The purpose of the article. The purpose of this article is to highlight the Eurointegration aspect of the development of the basic mechanisms of public administration.

The statement of basic materials. Ukraine since 2002, when for the first time in the Address of the President of Ukraine to the Verkhovna Rada of Ukraine was noted about the European choice, by 2014 the political (March 21) and economic (June 27) parts of the Association Agreement with the European Union were signed, made a big breakthrough on the way European integration. The question arises, what does this give the country in the context of the development of basic mechanisms of public administration.

To the basic mechanisms of public administration, we include those that ensure the implementation of its main management functions (planning, organization, motivation, control, management decisions, communication) and are typical for various objects in public administration. Among them, we have: state strategic planning (long-term goal-setting), state policy (agreed

action plan for the medium-term perspective), state programming (state development programs, state target programs, national projects), state budgeting (development of annual state budgets), state control (all its types and forms), administrative reform (institutional and structural-functional update of public administration system). The latter is aimed at modernizing the system of public administration as a subject of governance (the system of state authorities), while others – on its development (modernization, increase of efficiency and effectiveness, etc.) as an object of management (systems of social spheres, branches, relations, territories).

To answer the above question, one has to turn to the essence of European integration.

In Wikipedia, European integration is defined as a process of industrial, political, legal, economic integration of states that are wholly or partly in Europe. According to the institutional approach proposed by Ernst Haas, European integration is seen as a process of transforming national practices of the interaction of institutions, which leads to the creation of a multi-level management system with a plurality of decision-making centers [4].

Thus, as a consequence of Ukraine's further accession to the European Union, one should expect the transformation of the public administration system into one of the decision-making centers in its composition. This, in turn, requires the transition of public administration system and all spheres in public life of Ukraine to the current standards and regulations of the EU, which is now really happening. In the

course of a sufficiently significant period of time in Ukraine, bringing its legislative framework in line with the European one is under way. Initially, the Ukraine-European Union Action Plan, and then the Partnership and Cooperation Agreement between the European Communities and Ukraine, made a lot of changes and adaptations in the political, economic, social, environmental, humanitarian and security spheres.

The Association Agreement with the European Union requires the implementation a number of key provisions that are schematically shown in Figure [5].

Democratization means respect for the rule of law in all its manifestations, adherence to the principles of respect for independence, sovereignty, territorial integrity and inviolability of borders.

The fight against crime involves strengthening the fight against corruption, terrorism and other forms of crime.

The introduction of European standards actually means the process of their implementation in almost all spheres of public life, in particular in

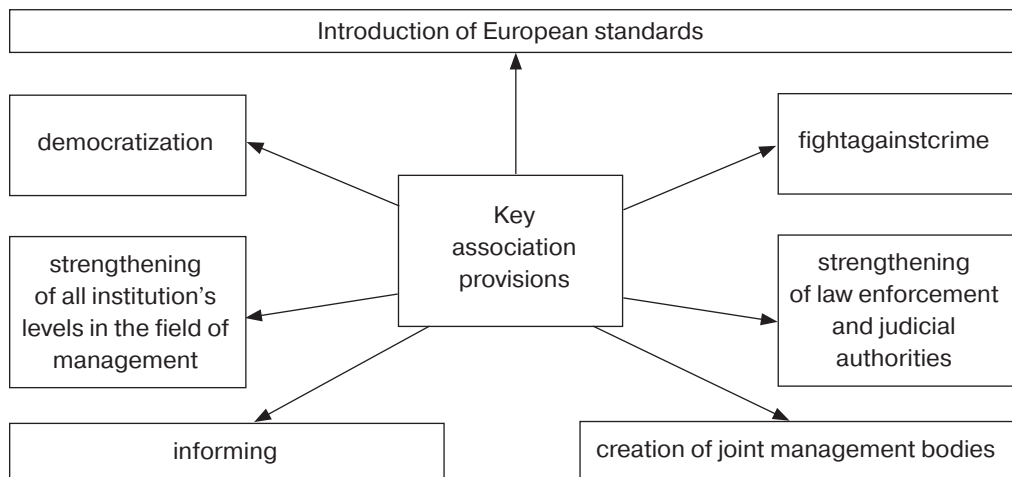
the field of education, health care, jurisprudence, and so on.

The requirement for information is due to the fact that every country in the European Union should be informed about changes in legislation and in the moment.

Creation of joint bodies of government means the creation of several joint bodies of Ukraine and the European Union, which have to solve topical issues within the association.

According to Article 14 “The Rule of Law and Respect for Human Rights and Fundamental Freedoms”, the Association Agreement with the European Union has: strengthening institutions of all levels in the field of general administration and law enforcement and judicial authorities in particular: strengthening the judiciary; fight against corruption [6].

European integration as a way to the community for the sake of safety and peace of mind of the countries in the world is certainly the best opportunity to become a real European country with developed economies, a system of



Key provisions of the Association of Ukraine with the European Union

social protection, a high level of environmental protection and the use of natural resources, and high prestige in the world system of countries. In addition, the mechanism of European integration, as we see, is a comprehensive and widely vectored means of bringing the domestic public system in general and the public administration system in particular in line with European counterparts.

But on this way there are a number of significant problems that the country's resources — human, financial, material, informational, and natural — should be addressed in a priority direction.

The first and main problem is that everything is clear at all, and which specific analogues seek to achieve — this is the choice of Ukraine itself. It is logical to seek the analogues of those countries with the most similar social system and the public administration system. The choice of such analogues will make it possible to clearly formulate the mission and develop a system of European integration goals in the long, medium and short-term perspective.

The second problem is that each step will have to be planned by itself, but it must be coordinated with the other, by European partners from different international institutions and countries. From which — it will show the time when these steps will be planned and turn to them.

The third problem is the considerable backwardness of the leading EU countries in terms of economic and social indicators. Similarly, according to the indicators of the public administration system. It is also worth mentioning about the achievement of the fourth technological level in comparison with

the sixth in the advanced countries of the world, about the significant level of corruption that permeates the entire society.

Fourth, perhaps, the most important problem is pathologically constant political instability in the country, which impedes its movement in a definite way, but still far from its own, the European community.

The fifth reason is the remnants of the Soviet mentality and the need to gradually adapt to the cultural and mental level of the European community. Certainly, this is not easy, but dozens of countries of the former socialist camp have passed or are going through such a path. So the experience of such a process is.

The sixth reason is the need for a significant increase in the level of the common culture, integrates the spiritual and material components, to the level of the European culture of law, economics, social provision, collective security, the production of knowledge and services, science, attitude to people of any kind of work.

In fact, the European integration processes in Ukraine take place against the backdrop of the development of basic mechanisms in public administration in the context of the paradigm “Good Governance” (virtuous governance).

The paradigm of “Good Governance”, or virtuous governance, as it is often called in Ukraine, was first proposed in 1997 in the documents of the United Nations Development Program [7].

It is based on a new model of public administration that differs from the previous model of “state management” by

reducing, firstly, the level of decentralization, as the countries of the world are building up an information society that needs to realize large centralized funds; secondly, such a decrease in decentralization leads to a lower level of corruption losses, which, unfortunately, quantitatively (the amount, total amount of funds) have shown themselves to be at the local level of governance worse than the central one; thirdly, introduces a new higher level of efficiency and democratization of the public administration itself through the transition to a system of principles, among which are the principles: the rule of law; political pluralism; democracy; division and balance of power; election and turnover of officials; accountability of executive power institutions; achievement of the goals in due time; minimum cost of public resources; inclusiveness; transparency; partisipativeness; the independence of the media.

As stated in the paper [8], the paradigm of good governance “is particularly relevant for our state, since, after declaring the course on European integration right up to EU membership, it is very important to take into account the experience of the participating countries of this organization in modernizing public administration systems”.

Let’s analyze what this really gives the country in the context of developing the basic mechanisms in public administration.

First of all, the implementation of the paradigm of good governance is accompanied by an increase in the amount of centralized funds in the county’s budget and an increase in the cost of informatization of society as a

whole and the informatization of the public administration system in particular. In turn, it is reasonably expected to increase the efficiency and effectiveness of the adoption, implementation of government-management decisions, and increase the efficiency of providing various administrative services.

Improving the efficiency and effectiveness of the adoption and implementation of government-management decisions is associated with an increase in the amount of information received and processed electronically through computer systems and information technologies (electronic information and reference, information and legal systems, networks, grid technologies, automated workstations of the manager, etc.). It is about forecasting, planning and designing, monitoring, evaluation, monitoring, etc.

All this relates to strategic management and planning, program-target (government action programs, national and other targeted programs, regional programs, national projects) management, state and local budgeting.

Increasing the efficiency of providing various administrative services is associated with an increase in the volume of administrative services and their geography, and a reduction in the time of their provision (technology “single window”, information and reference electronic networks, etc.).

Secondly, the introduction of a good governance paradigm is accompanied by a reduction in corruption opportunities at the local level of government, as well as by providing administrative services to officials. It also contributes to the purposeful use of state budget funds and local budgets.

Thus, the significant contribution of informational and administrative aspects to improving the efficiency of the basic mechanisms in public administration is made.

Similarly, the new system of good governance principles is also influenced.

Among these principles we have:

- the rule of law, since the Constitution of Ukraine actually proclaims the mission of Ukraine as a sovereign, independent, democratic, legal, social state; The laws of Ukraine adopt state-level targeted programs and annual state budgets; the Cabinet of Ministers of Ukraine adopts other state target programs and national projects;

- election and turnover of officials, in particular, the President of Ukraine, people's deputies, heads and deputies of local councils, as they influence the formation of strategies, as well as national and regional development programs at the appropriate levels of government and local self-government;

- political pluralism, which emphasizes the spread of all human rights and freedoms to people, regardless of their political views (civil servants and officials of local self-government can engage in political activities outside their place of work);

- accountability of executive power institutions, since the government, ministries, other central and local executive authorities ensure the implementation of development strategies and programs, and the implementation of state and local budgets;

- achievement of goals in due time, as this is an important factor in the functioning that characterizes its effectiveness;

- the minimum costs of public resources, since this factor characterizes the efficiency of functioning;

- the division and balance of power, since the Constitution of Ukraine defines the administrative-territorial structure and the main institutions of the branches of power (parliament, president, government, central and local executive authorities, the system of courts), their functions and powers;

- the minimum cost of public resources, since this factor characterizes the effectiveness of development.

The principles of inclusiveness (collegiality), transparency (openness), participativity (participation) are the principles of democratization of the adoption of public-management decisions by involving the public and all interested individuals and organizations in this process.

The principle of independence of the media is a kind of public function of monitoring the implementation of all mechanisms of public administration.

Within the European dimension, there are other modern concepts of the development of the system of public administration. At the same time, as noted in [9], for most of them, "it is characteristic to develop new mechanisms of relations with society, politicians and citizens ... in two directions: on the one hand, efforts are being made to improve the quality of services provided by the state in particular, in education, health care, social insurance, etc., on the other — new mechanisms are being formed to involve citizens in the process of adopting and implementing state decisions".

A very interesting remark was made in [10], in particular that "good go-

vernance” defines an ideal that is difficult to achieve in its entirety, although this must be sought. Democratization, civil society, decentralization, peaceful conflict resolution and government accountability are characteristics of the concept of good governance that is inherent in effective, democratic public administration. The emphasis on good governance promotes democratic governments in the development of democratic institutions ... ”

A very important factor in the implementation of the concept of good governance is that within this “management model, the need to focus on the institutional context of the state in which it is implemented” is emphasized [11].

At the same time, domestic researchers pay attention to certain shortcomings of the implementation of the good governance principles in the public administration system of Ukraine. For example, the paper [12] states that “the current state of normative consolidation of the rule of law principle in Ukraine’s current legislation is characterized by inadequate specification of the content of the stated principle and the main features (criteria) of its due observance by both the public (state and self-government) authorities and citizens”.

Well-known Polish analyst J. Gonzig, who has been working in Ukraine for a long time, believes that “the public administration system that exists today in Ukraine, despite repeated attempts to reform it, has rudiments of a command-administrative system of governance based on excessive centralization of powers and functions. The main reasons for this state are the lack of political will of the ruling elite to

change this system and the fragmentary approach to reform (attempts to make point changes)” [13].

Among other problematic issues of introducing the model and paradigm of “good governance” in the domestic public administration system, in our opinion, it should be noted the following:

- disregard for the world, first of all, European experience in implementing the model and paradigm of “good governance”;

- excessive lobbying for decentralization by the authorities at the city level;

- an attempt to reform the public administration system, in particular by moving to the model of “state management” in real conditions of the limited state’s budget;

- lack of serious preparedness, first of all recruiting, to such a transition;

- in fact, there is an artificial attempt to combine two different models of public administration, namely, “good governance” and “state management”, etc.

Conclusions. The article considers a number of contemporary aspects of the development of the basic mechanisms of public administration, in particular, the European integration and in the context of the “Good Governance” paradigm. The relevant issues are highlighted.

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SOCIAL CONFLICT: ARCHETYPAL NATURE AND RESOLUTION MECHANISM

Abstract. On the basis of the archetypic analysis of development trends of a conflictological paradigm the author's model of minimization of conflict potential in modern society is offered. Institutional construction is the basis for model that is harmonized with a factor of societal identity.

It is noted that the problems of social conflicts, according to data from monitoring studies of the Ukrainian school of archetype, are increasingly shifted into the sphere of interpersonal relations. It is stimulated by the progression in society of so-called self-sufficient personalities, the "subjectification" of the social space, and at the same time narrowing down to the solution of entirely specific situations in which there is a collision of the interests of two or more parties.

Instead, in order to find the optimal solution for resolving the conflict, it is necessary to have interdisciplinary knowledge, in particular understanding of the

deep nature of such conflicts. Collision of points of view, thoughts, positions — a very frequent phenomenon of modern social life. In order to develop the correct line of behavior in various conflict situations, it is important to adequately understand the nature of the emergence of the modern conflict and the mechanisms for resolving them in substance. Knowledge of conflict nature enriches the culture of communication and makes human life and social groups not only more calm, but also creates conditions for constructive development. It is proved that in modern life one can not but agree with the statement that an individual carries first responsibility for his own life and only then for the life of the social groups to which he belongs. And while making decisions within the framework of modern mechanisms (consensus), the properties of human psychology such as extroversion, emotionality, irrationality, intuition, externality, and executive ability will not at least contribute to such a task.

That is why in the author's research attracted attention to the archetypal nature of the conflict — the primitive images, ideas, feelings inherent in man as a bearer of the collective unconscious.

Keywords: social conflict, social identity, societal identity, societal changes, archetypic nature of the conflict.

СОЦІАЛЬНИЙ КОНФЛІКТ: АРХЕТИПНА ПРИРОДА ТА МЕХАНІЗМ РОЗВ'ЯЗАННЯ

Анотація. На основі архетипного аналізу тенденцій розвитку конфліктологічної парадигми пропонується авторська модель мінімізації конфліктного потенціалу в сучасному суспільстві. В основу моделі покладено інституційну побудову, що гармонізується з фактором соціальної ідентичності. Відзначено, що проблематика соціальних конфліктів, як свідчать дані моніторингових досліджень Української школи архетипіки, дедалі зміщується у сферу міжособистісних відносин. Вона стимулюється прогресією в суспільстві так званих самодостатніх особистостей, “суб’єктивацією” соціального простору і водночас звужується до рішення цілком конкретних ситуацій, в яких спостерігається зіткнення інтересів двох або більшого числа сторін.

Натомість, аби знайти оптимальне рішення щодо розв'язання конфлікту, потрібно мати міждисциплінарне знання, зокрема розуміння глибинної природи такого роду конфліктів. Зіткнення точок зору, думок, позицій — дуже часте явище сучасного суспільного життя. Щоби виробити вірну лінію поведінки в різних конфліктних ситуаціях, важливо адекватно розуміти природу виникнення сучасного конфлікту і механізми їх вирішення по суті. Знання конфліктної природи збагачує культуру спілкування і робить життя людини та соціальних груп не тільки більш спокійним, але і створює умови для конструктивного розвитку. Доведено, що в сучасному житті вже не можна не погодитись із твердженням, що індивід несе передусім відповідальність за власне життя і лише потім за життя соціальних груп, до яких він належить. А під час прийняття рішень в межах дії сучасних механізмів (консенсусу) такі властивості людської психології, як екстраверсія, емоційність, іраціо-

нальність, інтуїтивність, екстернальність та екзекутивність вже щонайменше не сприятимуть такому завданню.

Саме тому в авторському дослідженні привернуто увагу до архетипної природи конфлікту — первісних образів, ідей, почуттів, властивих людині як носію колективного несвідомого.

Ключові слова: соціальний конфлікт, соціальна ідентичність, соціетальна ідентичність, соціетальні зміни, архетипна природа конфлікту.

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Аннотация. На основе архетипного анализа тенденций развития конфликтологической парадигмы предлагается авторская модель минимизации конфликтного потенциала в современном обществе. В основу модели положено институциональное построение, что гармонизируется с фактором социетальной идентичности. Отмечено, что проблематика социальных конфликтов, как свидетельствуют данные мониторинговых исследований Украинской школы архетипики, все смещается в сферу межличностных отношений. Она стимулируется прогрессией в обществе так называемых самодостаточных личностей, “субъективации” социального пространства и одновременно сужается к решению вполне конкретных ситуаций, в которых наблюдается столкновение интересов двух или большего числа сторон.

Вместо того, чтобы найти оптимальное решение по решению конфликта, нужно иметь междисциплинарное знание, в частности понимание глубинной природы такого рода конфликтов. Столкновение точек зрения, мнений, позиций — очень частое явление современной общественной жизни. Чтобы выработать верную линию поведения в различных конфликтных ситуациях, важно правильно понимать природу возникновения современного конфликта и механизмы их решения по существу. Знание конфликтной природы обогащает культуру общения и делает жизнь человека и социальных групп не только более спокойной, но и создает условия для конструктивного развития. Доказано, что в современной жизни уже нельзя не согласиться с утверждением, что индивид несет прежде всего ответственность за собственную жизнь и только потом за жизнь социальных групп, к которым он принадлежит. А при принятии решений в пределах действия современных механизмов (консенсуса) такие свойства человеческой психологии, как экстраверсия, эмоциональность, иррациональность, интуитивность, экстернальность и екзекутивность уже как минимум не будут способствовать такому заданию.

Именно поэтому в авторском исследовании привлечено внимание к архетипной природе конфликта — первобытных образов, идей, чувств, присущих человеку как носителю коллективного бессознательного.

Ключевые слова: социальный конфликт, социальная идентичность, социетальная идентичность, социетальные изменения, архетипическая природа конфликта.

Statement of a problem. Social development the indicator of which are the current transformation processes, provokes the essential growth of number of the social conflicts, complicates their nature and at the same time aggravates deficiency of theoretical representations concerning mechanisms of settlement of the social conflicts. Against the background of the general growth of number of the publications devoted to a conflictological problematics there are practically no works which would be directed to studying of the deep reasons of the social conflicts and their influence on life of the certain person and society in general. The problematics of the social conflicts as evidenced by monitoring data from the Ukrainian school archetypic, further is displaced to the sphere of the interpersonal relations. It is stimulated by a progression in the company of so-called self-sufficient persons, subjectification of social space and at the same time is narrowed to the solution of quite concrete situations in which collision of interests of two or bigger numbers of the parties is observed.

Instead of finding an optimal solution on resolution of conflict, it is necessary to have interdisciplinary knowledge, in particular understanding of the depth nature of such conflicts. Collision of the points of view, judgements, positions is very frequent phenomenon of the modern public life. To work out a right line of behavior in different conflict situations, it is important to understand adequately the nature of origin of the modern conflict and mechanisms of their decision in fact. Knowledge of the conflict nature

enriches the culture of communication and does human life and social groups not only quieter, but also creates conditions for constructive development.

For this reason in an authoring research attention to the archetypic nature of conflict — the primitive images, the ideas, feelings inherent in the person as to the carrier collective unconscious is drawn.

Analysis of the last researches and publications. One of the key ideas of last half a century is connected to world processes of globalization and according to models of the conflict of civilizations that hide the global social conflict between center and a periphery colonized by it [1, p. 172]. From now the conflictological problematics is considered as a separate direction of scientific research, and their results become a reliable source of a statement of the social world and public safety.

For today in scientific literature on conflictology theoretical and practical problems of an essence, nature and mechanisms of different conflicts are discussed in detail. In particular, according to the nature of the modern — Postmodern society the probable nature of causativity of the conflicts is revealed in it and at the same time, in the context of action of society stereotypes of an era of the Modernist style it is claimed that without effective institutes of the practician of settlement of the conflicts falls into decay [2, p. 31].

The American sociologist Pitirim Sorokin in details analyzed a phenomenon of social revolution as the embodiments of system conflict collision of different social interests. He has come to a conclusion that the recipe of avoi-

dance of revolutions are timely reforms. However, exactly lack of efficiency of reforms, in her opinion, creates premises for explosion of revolution. Reforms can be successful if they:

“1) do not destroy human nature and do not contradict basic instincts;

2) careful scientific research of specific social conditions shall precede any practical stage of the beginning of reforms;

3) each reform needs to be tested at first on objects of smaller social scale;

4) reforms shall be put into practice by legal and constitutional means” [3, p. 271].

But such ideal status of carrying out reforms is very rarely seen in a real story.

The considerable contribution to understanding of the public nature and to questions of a unification of people in society was realized by the representative of the French sociological school Emil Durkheim. For sociology there is no more humane task, than to understand what induces people to live together, why the stable social order appears the highest value for them, what laws control the interpersonal relations. But not only to understand, but also to offer the government specific recommendations about the organization of the modern life. Not the fight of classes, but coexistence of comprehensively developed persons (which is not shorted in class, professional or exclusive interests), “solidary life” is the prime target in E. Durkheim [4, p. 315–326].

According to such humanistic intention he builds all program of his activities which can be divided into four parts:

1) creation of the “correct” methodology shall equip the sociologist with the reliable instrument of knowledge;

2) analysis of historical evolution of division of labor is designed to show the “correct” way of movement of mankind from mechanical (primitive and forced) to organic (conscious and voluntary) solidarity;

3) specific (statistical) research of an essence of suicide aims to reveal the abnormal statuses, deviations from the “correct” way (i. e. solidarity) and to warn mankind about possible consequences of public order corrupting;

4) doctrine about religion and education equips us with the “correct” technology of overcoming crisis statuses and solidifying of solidarity.

Social solidarity – the main force which cements and unites society, creating public unity. It arises as a logical consequence of public division of labor, that is specialization and distribution of people by professions. The individuals connected by labor functions in the uniform system of the public relations become already not just carriers of professional roles, but also socially mature persons. Solidarity is based on collective consciousness – set of the general beliefs and feelings which are shared by members of one group or society. Collective consciousness reflects character of the people, its ideals and traditions.

So, for creation of steady society with the minimum risk of conflictness it is necessary to put natural evolutionary model of identity in the basis of its construction or, in other words, to develop social institutes according to stages of development of identity which was theoretically planned by the

German-American psychologist Erik Erikson [5] and the domestic sociologist Eduard Afonin has subjected to the practical archetypical analysis and verification within the Ukrainian society [6, 7].

Concerning integrated society, then “Solidary life” (according to Durkheim), which individuals get the societal¹ identity relying on individual values, can become an example of it.

The purpose of the article is the author’s attempt to formulate and prove prerequisites of minimization of potential for conflict in modern society.

Statement of basic materials. In present difficult conditions of a transitional era of social development when the anomy absorbs society, causes disintegration processes and disintegration of system of social norms which guarantee public order (according to E. Durkheim) not only facial layers of public system (social institutes) are

¹ The term “societal” was introduced for scientific use in 1906 in the context of approach of public and transformational processes of “a great depression” by the first professor of Yale University (USA) William Sumner. He connected relevance of his innovation with new (more difficult and developed) social nature; he sought to mark out regularities of a certain collective or group organization of the individual activity (Sumner W. G. Folkways. A study of the sociological impotence of uses, manners, customs, mores, and morals. — Boston, 1906). His pupil and the follower, professor of Yale University Albert Keller uses this concept for the sociological analysis of organizational aspects of activity of society, seeking to construct the complete theory of societal evolution (see: Keller A. G. Societal evolution: study of the evolutionary basis of the science of society. — New Haven, 1915). The American sociologist Talcott Parsons uses the term “societal” for the characteristic of the processes happening in society in general, and the term “social” — to the social phenomena and processes.

modified. Cardinal changes is happening with human nature, its conscious and unconscious. Respectively the conflictological cultural paradigm of society changes. In particular, the institutional bases connected with social-class public consciousness become exhausted in it and, on the contrary, internal and psychological factors and new institutes connected with democratic mechanisms of conflict resolutions become priority.

There is a need for new knowledge about the conflicts and ways of their peaceful solution. At the same time many heads “from the past” prefer to solve the conflicts and conflict situations by power methods, even without guessing that for today there is a wide arsenal of new constructive methods of an exit from the conflict, they can conditionally be designated as situations “a prize — a prize”.

Taking into account the fact that the person always acts as a conflict source, we will try to carry out the psychological analysis of the conflict, and for this purpose we will address the personal theory of the American psychologist Erik Erikson [5]. In this context we will try to understand what is the “social” and “societal” identities and also how new — societal nature of public system influences its development during the Postmodern era. Respectively we will be able to understand how to reach constancy — non-conflictual public existence in the conditions of new, dynamic by its nature public system, that the factor of societality is a determining factor in it, and a phenomenon of “solidary life” (according to E. Durkheim) — complementary (supplementing) factor.

The theory of identity of E. Erikson opens stages and factors of development of the personality in society, defines the key psychosocial qualities of the personality necessary for a harmonious entrance of the personality to a social group [5]. E. Afonin in his researches claims that development stages are characteristic for society, besides they are identical to stages of the personality development. He investigated and detailed an archetypic nature of these stages [6, 7].

Having studied and having analysed development of identity processes, it will become possible to construct social system in which the purpose of each of individual or collective social subjects will make harmonious joint unity. How it is possible? One of the most exact answers is offered by E. Durkheim in its work about public division of labor in which he offers constructions of “organic” and “mechanical” solidarity.

So, to understand how the personality develops, we will consider the personal theory of E. Erikson [5].

From all theories of analytical psychology, appeared in the second half of the 20th century, perhaps, the personal theory of E. Erikson became the most recognized and widespread. It is connected with the fact that his thoughts of integrity of the personality, its sameness (identity) to itself and to society in which it lives became relevant for the majority of the modern countries in which one of the most painful public problems is the dissociation and loneliness of people.

Being a pupil and follower of Anna Freud (daughter of Sigmund Freud) E. Erikson studied and further developed rather the initial ideas of psy-

choanalysis than the allocated concept of “Ego psychology”. At the heart of this concept intended by A. Freud and A. Kardiner the idea that a main part of personality organization is not unconscious “Id” as in S. Freud, but the reportable part of the Ego which seeks in the context of self-development for maintaining its integrity and identity.

No less important, the personal theory of Erikson has connected together several tendencies in development of personality psychology. It has connected psychoanalytic approach of Freud with the important ideas of humanistic psychology of K. Rogers, in particular thoughts about an ambiguous role of adaptation which stops self-development of the personality, and importance of maintaining by the identity of own identity and integrity. Basic provisions of E. Erikson’s concept have been by him in the book “Childhood and Society” (1950) which has brought him broad popularity. His following works as “Young Man Luther” (1958), “Identity” (1968) and “Gandhi’s Truth” (1969) have laid the foundation of new approach to the analysis of relationship between the person and society including in the analysis of historical events and characters. Thereby the separate direction in the history of psychological science, received the name “psychohistory”, has been put.

Personal theory of Erikson not only reconsiders Freud’s positions concerning hierarchy of the personality structures, but also in understanding of a role of the environment, culture and a social environment of the child which, from his point of view, have huge influence on development. He places special

emphasis on the relations “the child – family”, and is more concrete on the relations the child – mother”. At the same time he considers that “congenital inclinations” of the person are fragments of aspirations which have to gather, gain value and be organized in the period of long children’s age. Lengthening of the childhood period of just is also connected with this need of socialization of children. For this reason E. Erikson proved that “instinctive arms” (sexual and aggressive) of the person are much more mobile and more plastically, than at animals. The organization and the direction of development of these congenital inclinations are connected with methods of upbringing and education which change from culture to culture and are predetermined by traditions. Each society develops its own institutes of socialization to help children with various individual qualities to become full-fledged members of this social group.

Social sciences traditionally operate with the term “*social identity*” which means belonging of subjects to certain social groups and identification with them. Such theoretical approach quite corresponded to an era of a revolutionary modernist style. More precisely, it corresponded the psychosocial nature of (“emotionally sensitive”) that time person with a certain set of psychosocial properties: “*extraversion*”, “*emotionality*”, “*irrationality*”, “*intuitivism*”, “*externality*”, “*executivity*” [7, p. 265–266]. Exactly this set of human properties was the cause of domination in the society of materialistic views of history”, and in the context of public consciousness – distribution of identification practitioners, based on class,

age, ethnic, professional and others social (read as social and material) differences and kinds of social identity.

But in modern life it is no longer possible to agree with a statement that the individual bears first of all responsibility for own life and only then for life of social groups to which he belongs. And during decision-making within operation of modern mechanisms (consensus) such properties of human psychology as extraversion, emotionality, irrationality, intuitivism, externality and executivity already at least won’t promote such task. What psychosocial properties of the individual are capable for its successful activity today?

The response to this question opens a concept essence “societal identity” which was introduced for scientific use by professor E. Afonin [7, p. 267]. In its judgement, the new psychosocial type of the personality is inherent to a new socio-historical era of the Postmodern. In particular, it is about counteraverse in relation to “emotional sensitive” person of the Modernist style era, “rational” psychosocial type of the personality and contradictory sign of qualities: introversion, pragmatism, rationality, sensitivity, internality, intentionality. He defines an essence of each of these sign sas:

1) extraversion/*introversion*: reveals mental installation on view of life, characterizes a directivity of mentality on an external, object and material essence of objects and things (materialistic pattern of the world), or, on the contrary – on an internal, subject and idealistic entity of objects and things (idealistic pattern of the world);

2) emotionality/*pragmatism*: defines the mental and qualitative charac-

teristics oriented on socially important (moral) behavior or on utilitarian values (the material favor, economic efficiency etc);

3) irrationality/*rationality*: defines a decision-making method (as the evaluation and strong-willed act, or in a consequence of reasonable calculation);

4) intuitivism/*sensitivity*: reveals features of interaction of the person with the world;

5) externality/*internality* (or as it is called scale locus monitoring): defines tendency of the subject to attribute responsibility for results of its activities to external (state and public) or internal (personal and personal) forces;

6) executivity/*intentionality*: shows gender identification of people as mental property and tendency to implementation of the sociocultural roles which are traditionally carried to the woman (functioning/reproduction of integrity) or the man (a development/output out of limits of unity).

These results of researches acquire nowadays extreme relevance of virtuality and social networks. If in the society of a former era of the Modernist style the personality was guided, first of all, by needs of community or society, and the conflicts were solved as class-irreconcilable (“or/or”). Perhaps a compromise was possible (“consent on a negative”). Now, in the conditions of the Postmodern, we pass to existence model in which decisions are made by the individual on the basis of preferentially own interests, and the all-social decision is made on a formula “consensus” (“consent on a positive”).

In other words, if earlier (during an era which passes) conflict situations

were solved by force methods, then now the logical decision on the “win-win” model is peculiar to overcoming the conflicts.

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Modern Postmodern society is made, mainly, by “self-sufficient individuals” with the corresponding individual and valuable principles and rational consciousness. As the uniting mechanism of such individuals the phenomenon “organic solidarity” acts and it needs scientific and empirical verification. But by the monitoring researches of the Ukrainian school of an archetype which are already conducted within archetypal methodology and tool base (1992–2017) [6] it is established that “orange revolution” (2004) became manifestation the birth in Ukraine new – the self-sufficient person, the carrier of societal identity.

So, among total of Ukrainian, carriers of identity as of 2004 (34 %), the part of carriers of societal identity has made 21,3 %, and carriers of social identity – 12,4 %. Within the last 13

years there was an essential progression as general part of carriers of identity in Ukraine (46,8 %), and its components – societal (25,5 %) and social (21,3 %) identities. And the mode of the first, by all means, remained the leader. In the nearest future, on monitoring expectations, the cumulative indicator of identity has to reach 2/3 of adult populations, and it radically will change a situation in Ukraine.

So, in Ukraine the state forming processes, leaning on all society based on the self-sufficient *personality with its* societal identity, have to make development of the public and imperious relations with the minimum risk of conflictness.

Conclusions:

1. The carried-out analysis has shown radical changes which are endured by a conflictological paradigm with globalization of public and transformational processes. In particular, the analysis has confirmed conclusions of other researches on the shift of epicenter of the conflict in modern – the Postmodern world with externally – material plan, on internal-psychological plan, from the sphere of conscious to the sphere archetypic unconscious.

2. The research has confirmed the opinion of the French psychologist Serge Moscovici on the importance of a psychological factor in the modern world [8, p. 7]. In particular, it has proved that modern public and transformational processes make actual deep interrelations in social system, removing the psychological mechanism of identity to the place of a backbone factor.

3. Key prerequisite of minimization of conflictness in modern society is

institutional construction that is harmonized with a factor of societal identity.

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AN OVERVIEW OF THE DISCURSIVE FIELD OF THE PROBLEMS OF THE FORMATION OF SOCIAL AND CIVIL DIALOGUE FOR PUBLIC DEVELOPMENT

Abstract. The article features the behavior of participants in social and civil dialogue. Particular attention is paid to the formation of the main tools for the formation of the social and civilian potential of state development. The central role in shaping this process was played by the state authorities, providing the necessary communication tools of communication, which take place in all directions of public administration. These tools are both formal and informal.

It has been determined that these lower units in the multilayer system of communication support of state administration may not have sufficient powers to make a complex decision in their area of competence. This may reduce their own initiative and, in a broader sense, the habit of comfort, routine and the lack of an innovative communication process. On the contrary, a properly organized social and civil dialogue is developing on the basis of stimulating its self-organization and self-improvement.

It is substantiated that the main functions of establishing a social and civil dialogue for state development are the coordination and coordination of the main tasks of information exchange and the formation of an atmosphere of mutual support and trust. The trustworthy nature of the social and civic provision of public administration is a prerequisite for a communication process through which information for a public decision is passed from one participant to another organization. This very form of social and civil dialogue has the potential to be an integrated means for uniting often conflicting participants in the communication process to ensure that common and acceptable solutions are adopted for both parties. The main problem of the formation of the socio-civilian potential of state development is due to the fact that not all information related to decision-making is in the hands of the subject of decision-making. That is why the necessary part of the democratic form of government is the establishment of meaningful communication tools of state authorities and the public.

Keywords: communication, social-civil dialogue, state administration, bodies of state power.

ОГЛЯД ДИСКУРСНОГО ПОЛЯ ПРОБЛЕМАТИКИ СТАНОВЛЕННЯ СОЦІАЛЬНО-ГРОМАДЯНСЬКОГО ДІАЛОГУ ДЛЯ ДЕРЖАВНОГО РОЗВИТКУ

Анотація. Відображено особливості поведінки учасників соціально-громадянського діалогу. Особливу увагу приділено формуванню основних інструментів становлення соціально-громадянського потенціалу державного розвитку. Не останню роль у формуванні цього процесу відіграли органи державної влади, забезпечуючи необхідні комунікаційні інструменти зв'язку, що проходять по всіх напрямках державного управління. Ці інструменти є як формальними, так і неформальними. Визначено, що у багат шаровій системі комунікаційного забезпечення державного управління ці нижні одиниці не можуть мати достатньо повноважень для прийняття складного рішення у сфері їх компетенції. Це може призвести до зменшення їх власної ініціативи та, в більш широкому сенсі, до звички комфортності, рутини та відсутності інноваційного процесу комунікаційної діяльності. А має бути навпаки, правильно організований соціально-громадянський діалог розвивається на основі стимулювання до його самоорганізації й самовдосконалення.

Обґрунтовано, що основними функціями становлення соціально-громадянського діалогу для державного розвитку є узгодження та координація основних завдань обміну інформацією та формування атмосфери взаємної

підтримки та довіри. Довірливий характер соціально-громадянського забезпечення державного управління є обов'язковою умовою комунікаційного процесу, за допомогою якого інформація для прийняття державного рішення передається від одного учасника організації іншому. Саме така форма соціально-громадянського діалогу має потенціал бути інтегрованим засобом для об'єднання часто конфліктуючих учасників комунікаційного процесу для забезпечення прийняття спільних та прийнятних для обох сторін рішень. Основна проблема становлення соціально-громадянського потенціалу державного розвитку пов'язана з тим, що не вся інформація, що має відношення до прийняття рішень, знаходиться в руках суб'єкта прийняття рішень. Ось чому необхідною частиною демократичної форми державного управління є встановлення осмислених комунікаційних інструментів органів державної влади з громадськістю.

Ключові слова: комунікація, соціально-громадянський діалог, державне управління, органи державної влади.

ОБЗОР ДИСКУРСНОГО ПОЛЯ ПРОБЛЕМАТИКИ СТАНОВЛЕНИЯ СОЦИАЛЬНО-ГРАЖДАНСКОГО ДИАЛОГА ДЛЯ ГОСУДАРСТВЕННОГО РАЗВИТИЯ

Аннотация. Отражены особенности поведения участников социально-гражданского диалога. Особое внимание уделено формированию основных инструментов становления социально-гражданского потенциала государственного развития. Не последнюю роль в формировании этого процесса сыграли органы государственной власти, обеспечивая необходимые коммуникационные инструменты связи, проходящие по всем направлениям государственного управления. Эти инструменты есть как формальными, так и неформальными.

Определено, что в многослойной системе коммуникационного обеспечения государственного управления эти нижние единицы не могут иметь достаточно полномочий для принятия сложного решения в сфере их компетенции. Это может привести к уменьшению их собственной инициативы и, в более широком смысле, к привычке комфортности, рутины и отсутствия инновационного процесса коммуникационной деятельности. А должно быть наоборот, правильно организованный социально-гражданский диалог развивается на основе стимулирования к его самоорганизации и самосовершенствования.

Обосновано, что основными функциями становления социально-гражданского диалога для государственного развития является согласование и координация основных задач обмена информацией и формирования атмосферы взаимной поддержки и доверия. Доверчивый характер социально-гражданского обеспечения государственного управления является обязательным условием коммуникационного процесса, с помощью которого информация для принятия государственного решения передается от одного участника организации к другому. Сама такая форма социально-гражданско-

го диалога имеет потенциал быть интегрированным средством для объединения часто конфликтующих участников коммуникационного процесса для обеспечения принятия совместных и приемлемых для обеих сторон решений. Основная проблема становления социально-гражданского потенциала государственного развития связана с тем, что не вся информация, имеющая отношение к принятию решений, находится в руках субъекта принятия решений. Вот почему необходимой частью демократической формы государственного управления является установление осмысленных коммуникационных инструментов органов государственной власти с общественностью.

Ключевые слова: коммуникация, социально-гражданский диалог, государственное управление, органы государственной власти.

Formulation of the problem. It is important to avoid overloading of the communication system and, as a result, to prevent distortion of information content when developing a specific behavioural plan for all participants in the social and civil dialogue [1, p. 32–33]. Distortion can be both deliberate and unintentional. The possibility of unintentional distortion of the information content of information is also possible due to the complexity of state-management relations, especially in the framework of multilevel organizational structures of state authorities. The unintentional distortion of information content of the social and state dialogue may also be related to attempts to find the best way to control the communication process.

Analysis of recent researches and publications. The following works are devoted to some questions of the analysis of activities of the regulatory authorities in the process of establishing a social and civil dialogue for the state development that promote the development of state administration branch: V. Homolska, S. Dubenko, V. Kozakov, I. Koliushko, S. Kravchenko, S. Martov,

M. Oklander, Ye. Romanenko, V. Tymoshchuk, T. Fedoriv, etc.

Formulating the article goals (statement of the task). The purpose of this study is to clarify the state-management methodology for regulating social and civil dialogue for the state development of Ukraine.

Presenting main material. In circumstances when there are many managerial levels in public administration, the central management body should clearly identify the prospective goals and tasks that should be performed by lower units. However, these lower units may not have sufficient authority to make a complex decision in their sphere of competence in a multi-layered communication system for public administration. This may lead to reducing of their own initiative and, in a broader sense, to the habit of comfort, routine and lack of an innovative communication process. On the contrary, a properly organized social-civil dialogue is developing on the basis of stimulation to its self-organization and self-improvement [2, p. 47].

The main functions of establishing a social and civil dialogue for state devel-

opment are the adjustment and coordination of the main tasks of information exchange and the formation of an atmosphere of mutual support and trust. The trustworthy nature of the social and civic provision of public administration is a prerequisite for a communication process through which information for a public decision is passed from one participant of organization to another. This very form of social and civil dialogue has the potential to be an integrated tool for uniting of often conflicting participants in the communication process to ensure that common and acceptable solutions are adopted for both parties.

Defining the goals of establishing a social and civil dialogue for state development allows to formulate its main instruments within the scope of public administration. According to American scientist in the field of social sciences Herbert A. Simon, who is known for the theory of administrative behaviour, "there can be no organization without communication" [3]. In his concept of communication in public administration, the matter is that the organization of public administration is a two-way process: it is understood as the transfer of information from a certain decision-making centre and the transfer of decisions received from this centre to other parts of the organization. The state authority should provide the necessary communicative communication tools, which spread in all directions of its activity. These tools are both formal and informal.

Communicative instruments should penetrated throughout the system of public administration, which in turn will contribute to:

- achievement of state national goals;
- organization of the process of providing public services to more sensitive to local needs;
- providing the citizens with greater opportunities to participate in government decisions, etc.

The main problem of formation of the social and civil potential of state development is related to the fact that not all information concerning decision-making is in hands of the subject of decision-making. That is why the necessary part of the democratic form of government is the establishment of meaningful communication tools of state authorities with the public [3, p. 43]. In the opinion of American professor Simon, failures in the implementation of communication in public administration occur whenever it is forgotten that behaviour of the citizens is an instrument for achieving a communicative balance in the state-civil society relationship.

It is also necessary to remember that even the German sociologist Max Weber argued that modern state communication is one of the factors of state growth and prosperity [4, p. 55].

In this respect, the main tools for establishing social and civil potential of state development are the following:

- Holding public hearings and round tables with the participation of representatives of state authorities and the public with the purpose of identifying topical issues of state development and preparation of proposals;
- Organization of expert seminars and meetings in order to prepare recommendations for addressing issues of state development;

- Conducting of sessions or committee meetings with an opportunity for the public to express its positions on a particular issue of state development;

- Organization of public discussions, conferences, forums and seminars in order to inform and discuss the results of policy implementation with the participation of civil society organizations and citizens;

- Collection, processing and giving feedback to the meeting both from the authorities and from the public;

- Involvement of civil society organizations in policy development or decision-making

- Civil society organizations should have the right to remain independent – to organize campaigns related to relevant policy issues

- Possibility of making joint decisions (for example, when forming local budgets), etc.

The specificity of the above-mentioned instruments of social and civil development is the following:

- communications in state authorities in most cases are mandatory and the processes of their implementation are determined by the influence of internal and external factors;

- communicative processes in the field of consumption of public services are the constituent elements of procedure for the use of these services (administrative/regulatory, public, social, etc.);

- state authorities carry out operational control over the effectiveness of their influence on solving public problems through the establishment of communicative processes;

- public authorities should satisfy not only their own informational and

communication needs, driven by the tasks and the need for effective management decisions, but also the needs of individuals, legal entities and central bodies of state executive power.

Conclusions. So, summing up the aforementioned, one can say that one of the most important features of the communicative characteristics of social and civil dialogue instruments is that they are, always connected with an administrative model of state governance within the public administration system scope. Legal reflections of this model determine the competence of individual tools of the communication process and the complexity of communication relationships [5].

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PUBLIC REGULATION OF COOPERATION WITH INTERNATIONAL FINANCIAL ORGANIZATIONS: EXPERIENCE OF THE COUNTRIES OF EASTERN EUROPE

Abstract. The article analyzes the effectiveness of the activities of international financial organizations in the context of their cooperation with the countries of Eastern Europe. The article clarifies that financing by international financial organizations of the private sector of Eastern Europe creates preconditions for raising their economic and social efficiency and for creating not only collective but also social goods. The main goals of the Eastern European countries, financed by international financial organizations, are considered in detail.

It is proved that the financing of the private sector of the Eastern European countries of the EBRD creates the preconditions for raising their economic and social efficiency and for creating not only collective but also public goods. However, the implementation of these prerequisites depends on a sound economic policy of the country, the timely formation of a new institutional structure for the functioning of the public sector, etc. It is noted that for the effective provision of this area of cooperation with the EBRD to the countries of Eastern Europe it is necessary:

- facilitate the transition from the capital and labor-intensive export of industrial products to high-tech and innovative;
- to provide state aid for the formation of foreign capital by creating special zones of export production with a favorable tax regime;
- implement a planned approach to regulating the development of the national economy on the basis of optimization of the state procurement process, the formation of subsidies and other forms of state regulation of investment activity, etc.

It is noted that in general, the experience of cooperation of the countries of Eastern Europe with international financial organizations and for Ukraine is important. After all, in Ukraine there are a number of political factors that hinder the development of foreign investments due to the non-adaptation of domestic enterprises to the world market conditions of cooperation. In order to solve this problem, it is necessary to reorganize the structure of state management of industrial objects and to establish mechanisms for legislative regulation of this process.

Keywords: public regulation, countries of Eastern Europe, international financial organizations, investments, economic growth.

ДЕРЖАВНЕ РЕГУЛЮВАННЯ СПІВПРАЦІ З МІЖНАРОДНИМИ ФІНАНСОВИМИ ОРГАНІЗАЦІЯМИ: ДОСВІД КРАЇН СХІДНОЇ ЄВРОПИ

Анотація. Проаналізовано ефективність діяльності міжнародних фінансових організацій в контексті їх співробітництва із країнами Східної Європи. У статті з'ясовано, що фінансування міжнародними фінансовими організаціями приватного сектора країн Східної Європи створює передумови для підвищення рівня їх економічної та соціальної ефективностей, для створення не тільки колективних, але і суспільних благ. Детально розглянуто основні цілі, що досягаються у країнах Східної Європи за рахунок фінансування міжнародними фінансовими організаціями.

Доведено, що фінансування приватного сектора країн Східної Європи ЄБРР створює передумови для підвищення рівня їх економічної та соціальної ефективностей та для створення не тільки колективних, але і суспільних благ. Проте реалізація цих передумов залежить від здорової економічної політики країни, своєчасного формування нової інституційної структури для функціонування державного сектору тощо. Відзначено, що для ефективного забезпечення даного напрямку співпраці із ЄБРР країнам Східної Європи необхідно:

- сприяти переходу від капітального і трудомісткого експорту промислової продукції до високотехнологічного та інноваційного;
- надавати державну допомогу для забезпечення формування іноземного капіталу шляхом створення спеціальних зон експортного виробництва із вигідним податковим режимом;
- впроваджувати планований підхід до регулювання розвитку національної економіки на основі оптимізації процесу державних закупівель, форму-

вання субсидій та інших форм державного регулювання інвестиційної діяльності тощо.

Відмічено, що, загалом, важливим є досвід співпраці країн Східної Європи із міжнародними фінансовими організаціями і для України. Адже на сьогодні в Україні існує ряд політичних факторів, що гальмують розвиток зовнішніх інвестицій через неадаптованість вітчизняних підприємств до світових ринкових умов співпраці. Щоб вирішити цю проблему, потрібно реорганізувати структуру державного управління об'єктами промисловості та налагодити механізми законодавчого регулювання даного процесу.

Ключові слова: державне регулювання, країни Східної Європи, міжнародні фінансові організації, інвестиції, економічне зростання.

ГОСУДАРСТВЕННОЕ РЕГУЛИРОВАНИЕ СОТРУДНИЧЕСТВА С МЕЖДУНАРОДНЫМИ ФИНАНСОВЫМИ ОРГАНИЗАЦИЯМИ: ОПЫТ СТРАН ВОСТОЧНОЙ ЕВРОПЫ

Аннотация. Проанализирована эффективность деятельности международных финансовых организаций в контексте их сотрудничества со странами Восточной Европы. В статье установлено, что финансирование международными финансовыми организациями частного сектора стран Восточной Европы создает предпосылки для повышения уровня их экономической и социальной эффективности и для создания не только коллективных, но и общественных благ. Подробно рассмотрены основные цели, достигаемые в странах Восточной Европы за счет финансирования международными финансовыми организациями.

Доказано, что финансирование частного сектора стран Восточной Европы ЕБРР создает предпосылки для повышения уровня их экономической и социальной эффективности и для создания не только коллективных, но и общественных благ. Однако реализация этих предпосылок зависит от здоровой экономической политики страны, своевременного формирования новой институциональной структуры для функционирования государственного сектора и тому подобное.

Отмечено, что для эффективного обеспечения данного направления сотрудничества с ЕБРР странам Восточной Европы необходимо:

- способствовать переходу от капиталоемкого и трудоемкого экспорта промышленной продукции к высокотехнологическому и инновационному;
- оказывать государственную помощь для обеспечения формирования иностранного капитала путем создания специальных зон экспортного производства с выгодным налоговым режимом;
- внедрять планируемый подход к регулированию развития национальной экономики на основе оптимизации процесса государственных закупок, формирование субсидий и других форм государственного регулирования инвестиционной деятельности и тому подобное.

Отмечено, что в целом важен опыт сотрудничества стран Восточной Европы с международными финансовыми организациями и для Украины.

Ведь сегодня в Украине существует ряд политических факторов, тормозящих развитие внешних инвестиций через неадаптированность отечественных предприятий к мировым рыночным условиям сотрудничества. Чтобы решить эту проблему, нужно реорганизовать структуру государственного управления объектами промышленности и наладить механизмы законодательного регулирования данного процесса.

Ключевые слова: государственное регулирование, страны Восточной Европы, международные финансовые организации, инвестиции, экономический рост.

Problem statement. The role of international financial organizations, which not only contribute to the development of the socio-economic sphere of governance in Europe, but also is one of the important factors for ensuring their sustainable development, is growing in modern conditions of development of the world economy. This cooperation is especially important for the countries of Eastern Europe, which today, although they have become members of the European Union, still need structural reforms to overcome the crisis in the economy and seek to restore the prospects for industrial growth of the main sectors of the economy. Therefore, the activities of international financial organizations in the context of their cooperation with the countries of Eastern Europe is extremely relevant and is the subject of study of domestic and foreign scholars in public administration and related fields of science [1, p. 3].

Analysis of recent research and publications. Issues of the impact of international financial organizations on the processes of economic growth in Eastern Europe are the subject of research by the following scholars, namely: R. Atoian, E. Boldechi, B. Joshi, K. Krohulski, J. Ruef, R. Olivares-

Kaminal, N. B. Bidnyk, V. O. Danyliuk, N. M. Zaiarna, V. P. Kolosova [3], R. I. Kopych, M. Kulbida [1], O. M. Nepomniaschyi, N. I. Pattyk, V. M. Fedosov, P. I. Yukhymenko [2] and others.

Formulating goals of the article. The purpose of the article is to characterize the influence of international financial organizations on the state economic and financial development of Eastern European countries.

Presentation of the main research material. The modern institutional structure of international financial organizations is characterized by an extensive system of intergovernmental organizations and institutions, which include both global and regional monetary and financial institutions. In particular, there are such major international financial organizations as the World Bank Group, the European Bank for Reconstruction and Development (EBRD), the European Investment Bank, the Northern Investment Bank, the Credit Institution for Reconstruction (German State Bank as KfW) and others. These international organizations play an important role in the formation of credit resources and in the regulation of the modern economy

of Poland, Georgia, Romania and other countries of Eastern Europe [2].

The EBRD is one of the leading international financial institutions with the highest credit rating of AAA. The Bank provides assistance to the countries of Eastern Europe and the former Soviet Union at the stage of their market transformation, and in particular, for the long-term economic growth of a certain region of the countries, by financing investment projects. The EBRD facilitates the transition to an open market economy, the development of private and entrepreneurial initiatives in the countries of Central and Eastern Europe [1].

Direct financing of the private sector, restructuring, privatization and infrastructure development can be identified among the main forms of cooperation undertaken by the EBRD in Eastern Europe [3, p. 36]. We consider each of the above forms of cooperation.

The EBRD creates prerequisites for increasing their economic and social efficiency and for creating not only collective, but also public goods in the financing of the private sector in Eastern Europe. However, the implementation of these prerequisites depends on a sound economic policy of the country, the timely formation of a new institutional structure for the functioning of the public sector, and so on. It is necessary in order to effectively provide this direction of cooperation with the EBRD to the countries of Eastern Europe, such as:

- To facilitate the transition from the capital and labour-intensive export of industrial products to high-tech and innovative;

- To provide state aid to ensure the formation of foreign capital by creating special zones of export production with favourable tax regime;

- To implement the planned approach to the regulation of the development of the national economy on the basis of optimization of the state procurement process, the formation of subsidies and other forms of state regulation of investment activity, etc.

Significant interest is the experience of restructuring the countries of Eastern Europe that have succeeded in economic development after their financing by the EBRD. The Czech Republic is one of the most successful examples. According to the results of the study on the process of reorganization of Czech enterprises through financing of the EBRD, we can speak of the beginning of the formation of complex and interrelated changes in the economic structure of the country, which improved the methodological bases for the implementation of the institutional and economic mechanism of functioning of enterprises and management in general [4, p. 85]. The restructuring has also triggered changes in the production program and related innovations in the following industries of the Czech Republic: production, functional, informational, personnel and financial, etc. The restructuring process included four blocks: the formation of a restructuring concept, the development of its organizational forms, the implementation of appropriate tools and proper staffing. The stability and effectiveness of financing this process for the Czech Republic is determined, in this case, by how rationally and consistently the country's investments are used.

The experience of successful financing of economic and infrastructural developments by international financial institutions has been achieved, largely due to the country's timely fiscal and monetary measures, a significant devaluation of the national currency in Poland. 'A healthy, well-diversified banking sector contributed to economic growth, increasing lending volumes, unlike most other EU member states in Poland. According to the EBRD, the share of state-owned banks in assets increased to 22,1 % (from 18,3 % in 2008) in Poland in 2009. PKO Bank Polski as the largest universal bank, with a state share of 51,24 % made the main contribution to the growth of both the share of state bank assets and lending in general. The share of PKO in total loans increased from 15,6 % in the third quarter of 2008 to 17,2 % at the end of 2010' [5].

In general, the main goals, achieved through financing by international financial institutions in Eastern Europe, are:

- Assistance to the economic development of Eastern European countries with a view to their transition to an open world market economy;
- Support of the countries of Eastern Europe in carrying out of their structural economic reforms, including elimination of monopolies, decentralization of power and its integration into the world economic system;
- Organization, modernization and expansion of productive, competitive private activities of the subjects of the economy of Eastern European countries, espe-

cially small and medium enterprises;

- Promotion of investment in production, as well as investment in the sectors of state social programs;
- Stimulation of important and economically justified projects;
- Provision of technical assistance for the preparation, financing and implementation of public and private partnership projects;
- Formation and development of capital markets in Eastern Europe;
- Ensuring the placement of securities by private and public enterprises in Eastern Europe and facilitating their access to domestic and international capital markets by providing financial guarantees and advice;
- Financing of both public and private sectors of the economy, which make a significant contribution to the development of industry in Eastern Europe;
- Promoting the attraction of foreign direct investment to Eastern Europe, etc.

The analysis of financing by the international financial institutions of the countries of Eastern Europe conducted by us shows that this process was steady in Slovenia, which is quite expected in view of the insignificant deficit of national budget funds and fiscal sustainability of the country. The main priority of the work of international financial organizations with Slovenia was to ensure further integration of the country into the global financial system, stimulating the country to conduct a sound macroeconomic policy and implement

structural reforms in public administration. The inflow of foreign investment, in particular from the EBRD, led to a rethinking of the need to improve macroeconomic stability and financial independence in the country [1].

Conclusions from this study and prospects for further exploration. In general, the experience of Eastern European countries cooperation with international financial organizations is important for Ukraine. After all, there are a number of political factors that hinder the development of foreign investments due to the non-adaptation of domestic enterprises to the world market conditions of cooperation in Ukraine today. It is necessary to reorganize the structure of state management of industrial objects and to establish mechanisms for legislative regulation of this process in order to solve this problem.

In this regard, the experience of foreign countries, in matters of cooperation with international financial organizations, requires the formation of a process of deepening the internationalization of economic life in Ukraine. It will have its manifestations of expansion and optimization of interrelations and interdependencies of the domestic economy, socialization of the nature of work and production on a global scale, etc. [6].

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COOPERATION OF INTERNATIONAL INSTITUTIONS ON PUBLIC POLICY FORMATION FOR THE PREVENTION OF MONEY-LAUNDERING

Abstract. This article is devoted to the research of theoretical and practical issues of international institutions concerning the cooperation on the formation of anti-money laundering state regulation. The article provides an analysis of the main activity fields of intergovernmental institutions in the prevention of laundering “dirty” money. It is shown that the goal of consolidating the efforts of international structures is to integrate standards and recommendations into the mechanisms of public administration in order to ensure financial stability and integrity of state development as well as better financial supervision and control by the state.

It is noted that the problem of money laundering can not be solved only by creating new organizational forms of state control, extraordinary and punitive measures. It requires understanding of this phenomenon as having an economic, political, ethical, managerial and legal background. The process of state regulation of money laundering should apply to all employees of state authorities, administration, justice, (stipulated by the legislation of a number of countries) and public entities with public service functions, and not just so-called officials. Important regulations for the forms and procedures for monitoring civil servants, the availability and effectiveness of the code of ethics and behavior.

It is substantiated that the effectiveness of implementing measures to prevent corruption can not be achieved through single and non-systemic actions at different levels, but requires long-term socio-economic, political and legal transformations. This activity should be based on a combination of a number of preventive and repressive measures.

Thus, the fight against money laundering and terrorist financing is now considered as a priority direction in counteracting organized crime in most countries of the world and in the world community as a whole.

Keywords: public policy, prevention of money laundering, proceeds of crime.

СПІВПРАЦЯ МІЖНАРОДНИХ УСТАНОВ ЩОДО ФОРМУВАННЯ ДЕРЖАВНОЇ ПОЛІТИКИ ІЗ ЗАПОБІГАННЯ ВІДМИВАННЮ КОШТІВ

Анотація. Досліджено теоретичні та практичні питання співпраці міжнародних установ щодо формування державного регулювання протидії відмиванню коштів. Стаття містить аналіз основних напрямів діяльності міжурядових інституцій щодо запобігання та поширення “брудних” грошей. Показано, що метою консолідації зусиль міжнародних структур є інтеграція стандартів та рекомендацій із протидії відмиванню коштів та фінансуванню тероризму в механізми державного управління щодо забезпечення фінансової стабільності та цілісності державного розвитку, кращого фінансового нагляду та контролю з боку держави.

Відмічено, що проблема відмивання коштів не може бути вирішена лише за рахунок створення нових організаційних форм державного контролю, надзвичайних і каральних заходів. Потрібне усвідомлення цього явища як такого, що має економічну, політичну, етичну, управлінську та правову ознаки. Процес державного регулювання відмивання коштів повинен застосовуватися до всіх службовців органів державної влади, управління, правосуддя (що передбачено законодавством ряду країн) і громадських структур, наділених функціями обслуговування населення, а не лише до так званих посадових осіб. Важливі регламентація форм і процедури контролю за державними службовцями, наявність та дієвість кодексу посадової етики та поведінки.

Обґрунтовано, що ефективність реалізації заходів щодо запобігання корупційній злочинності не може бути досягнута шляхом поодиноких і несистемних дій на різних рівнях, а потребує довгострокових соціально-економічних, політичних та правових перетворень. Ця діяльність має ґрунтуватися на поєднанні низки запобіжних і репресивних заходів.

Таким чином, нині боротьба з легалізацією (відмиванням) доходів, одержаних злочинним шляхом, і фінансуванням тероризму розглядається як пріоритетний напрям протидії організованим злочинності у більшості країн світу та світовою спільнотою в цілому.

Ключові слова: державна політика, запобігання відмиванню коштів, доходи, отримані злочинним шляхом.

СОТРУДНИЧЕСТВО МЕЖДУНАРОДНЫХ УЧРЕЖДЕНИЙ ПО ФОРМИРОВАНИЮ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ ПРЕДОТВРАЩЕНИЯ ОТМЫВАНИЯ СРЕДСТВ

Аннотация. Исследованы теоретические и практические вопросы сотрудничества международных организаций по формированию государственного регулирования противодействия отмыванию средств. Статья содержит анализ основных направлений деятельности межправительственных институций по предотвращению и распространению “грязных” денег. Показано, что целью консолидации усилий международных структур есть интеграция стандартов и рекомендаций по противодействию отмыванию средств и финансированию терроризма в механизмы государственного управления по обеспечению финансовой стабильности и целостности государственного развития, лучшего финансового надзора и контроля со стороны государства.

Отмечено, что проблема отмывания средств не может быть решена только за счет создания новых организационных форм государственного контроля, чрезвычайных и карательных мер. Нужно осознание этого явления как имеющего экономический, политический, этический, управленческий и правовой признаки. Процесс государственного регулирования отмывания средств должен применяться ко всем служащим органов государственной власти, управления, правосудия (что предусмотрено законодательством ряда стран) и общественных структур, наделенных функциями обслуживания населения, а не только к так называемым должностным лицам. Важны регламентация форм и процедуры контроля за государственными служащими, наличие и действенность кодекса должностного этики и поведения.

Обосновано, что эффективность реализации мероприятий по предотвращению коррупционной преступности не может быть достигнута путем редких и несистемных действий на разных уровнях, а требует долгосрочных социально-экономических, политических и правовых преобразований. Эта деятельность должна основываться на сочетании ряда предупредительных и репрессивных мер.

Таким образом, в настоящее время борьба с легализацией (отмыванием) доходов, полученных преступным путем, и финансированием терроризма рассматривается как приоритетное направление противодействия организованной преступности в большинстве стран мира и мировым сообществом в целом.

Ключевые слова: государственная политика, предотвращение отмывания средств, доходы, полученные преступным путем.

Statement of the problem. The evolution of the global capital market is so rapid that, as a result, huge funds are circulating virtually uncontrolled. Currently, the laundering of illegal funds, as well as corruption, fundamentally

threatens the economies. Yet, there is a lack of clarity in the system of public administration in terms of how to counteract this phenomenon. This includes handling monopolies and unfair competition in entrepreneurial activity in all its forms.

Analysis of recent researches and publications. Scholars such as V. Aliieva, Z. Varnaliia, O. Gorbunova, A. Kiivets, A. Mokii, O. Rymaruk, O. Baranovskyi, S. Butkevych, L. Voronova, I. Kolomiets, etc. have comprehensively analysed the development of the basic principles of the policy to counteract and prevent the legalisation of illegal incomes as well as the international experience of the implementation of such a policy.

The aim of the study is to define the main aspects of cooperation of international agencies in the formation of state regulation for counteracting money laundering.

Presentation of the basic material. The analysis of international experience of anti-money laundering and anti-corruption regulation shows that money laundering and corruption are promoted by maintaining the multi-level monopolisation of the economy. This issue is intensified by the inadequate implementation of state management mechanisms, as the clear legal recognition of the rights and duties of people towards authorities as well as legislative protection is absent, leading to bureaucratic arbitrariness and the like.

Based on this, this article analyses in detail the experience of foreign countries concerning the state regulation development to prevent money laundering and corruption. In 1999, money laundering became a criminal offence

under the International Convention for the Suppression of the Financing of Terrorism, which was an important step towards reducing offences related to illegal cash trafficking [1, 2]. The Financial Action Task Force on Money Laundering (hereinafter FATF), which is one of the leading intergovernmental bodies, supplemented its organisational structure with the formation of eight regional bodies of FATF type representing 180 countries of the world, aiming at the development and implementation of measures and standards against money laundering at the international level [3].

These regional working groups on money laundering issues played a crucial role in the introduction of state standards for counteracting money laundering and the financing of terrorism. In 2001, the FATF has intensified its collaboration with international organisations, such as the International Monetary Fund (hereinafter IMF), World Bank and the United Nations (hereinafter UN), regional authorities and multilateral public organisations.

In 2004, the FATF added nine special recommendations to the previous list of 40 recommendations to combat money laundering, which were adopted by IMF and World Bank, and later implemented at the state level in the countries of the European Union. The FATF recommendations are recognised as minimum standards to be applied by all public authorities [4]. After 2001, IMF expanded its strategy to combat money laundering to the counterfinancing of terrorism [5]. Although IMF and World Bank are observers in the FATF, employees of both agencies participate in meetings and working

groups of the respective authorities. IMF and World Bank country assessments apply the FATF standards and practices [6]. The cooperation between FATF, IMF and World Bank in combating money laundering is expressed by the fact that they offer a financial sector evaluation program at the state level, reporting on the observance of financial integrity standards and rules of IMF and World Bank, including the FATF recommendations [7].

Since 2004, IMF has conducted over 35 assessments regarding the fight against money laundering and their results are often used by the FATF to further develop its recommendations.

The FATF recommendations help public and financial institutions to implement systems for customer due diligence and other comprehensive compliance procedures suitable for monitoring the risk of criminal operations in the public sector and reporting suspicious transactions. On this basis, the network of global cooperation in the AML field was created that allows to identify, freeze and confiscate assets and proceeds of crime [8]. The FATF plays an important role in the development of new strategies for combating money laundering as well as in the formation of appropriate government measures for their effective control. Today, the FATF includes 35 jurisdictions and two regional organisations as well as a large number of international organisations acting as observers, such as the UN, World Bank, IMF and the Basel Committee on Banking Supervision [9].

The purpose of the joint efforts made by the above defined structures is the integration of the standards and

recommendations of combating money laundering and the financing of terrorism into the governance mechanisms in order to ensure financial stability and the integrity of public administration, which contributes to better financial supervision and control by the state [10].

The cooperation between the FATF, IMF and World Bank is unique in its structure, since their assessments to improve the quality and efficiency in the fight against money laundering and the financing of terrorism have created the most far-reaching legal network in the world [11]. Nevertheless, both IMF and World Bank are criticised for the way the FATF recommendations get implemented, as the FATF has not sufficiently determined primary and secondary objectives, neither in its standards developed in 2003 nor in the statement on methodology dated 2004 [12].

As a result, the FATF is unable to prove that its goals are achievable, even if its recommendations are implemented. As international organisations have criticized the fact that the FATF evaluation is focused only on formal compliance with the requirements of state regulatory regimes to combat money laundering, the FATF standards have been revised in 2013 based on the distinction between technical performance and regulatory efficiency.

In particular, the distinction between technical execution and efficiency in the Methodology 2013 is of main significance, since the international political agenda today requires the implementation of certain systems to counteract money laundering and the financing of terrorism. If countries fail to comply, they may face sanctions.

Now, in principle, two issues must be taken into account: (a) the logic of causation that links specific preventive and regulatory actions with specific outcomes, and (b) the possibility that alternative means that are implemented instead of the FATF's technical requirements can meet the objectives of the FATF at the highest level [13].

With the help of IMF and World Bank, the objectives identified in the FATF Methodology 2013 significantly increased in clarity, increasing the possibility of proper implementation into state regulation to prevent money laundering. The FATF has invited IMF and World Bank to join discussion and negotiation sessions with the FATF various times. The significance of their ongoing discussion on methodology and the assessment results of risks arising from money laundering and terrorist financing has not decreased. This is evidenced by the fact that similar criticisms were expressed about the FATF recommendations of 2013, in particular, due to the absence of a clear methodological definition of risks related to money laundering, terrorist financing and tax evasion [14].

Conclusions. The analysis of international experience of regulation to prevent money laundering has demonstrated that regulation should not be considered only from the organisational or managerial perspective, directed against certain criminal elements and their groupings, but also as a crucial point for the entire system of state governance. The experts from public administration note that the issue of money laundering cannot be solved only through the creation of new organisational forms of public control

and emergency or punitive measures. The awareness is essential that this phenomenon has economic, political, ethical, managerial and legal characteristics. The process of state regulation of money laundering should apply to all employees of public authorities, state governance and justice systems, (stipulated by the legislation of some countries) and public institutions that serve the people. The implementation of regulation and control procedures for state employees, as well as the availability and effectiveness of the code of official ethics and conduct, is ultimately of central importance.

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OBJECTIVES AND FUNCTIONS OF LOBISTRY ACTIVITY IN UKRAINE: REALITIES TODAY AND EVOLUTIONARY FORECAST

Abstract. The article is devoted to the research of goals and functions of lobbying activity. The author has processed the ideas of domestic and foreign scientists, proposed his own approaches to the definition of goals and functions of lobbying activities through the prism of public administration. As a result, a generalized vision of the goals and functions of lobbying activities as interrelated elements of the lobbying system was proposed, and a forecast for further evolution of the goals and functions of domestic lobbying was provided.

The analysis of lobbying functions allowed us to notice the tendencies in shifting the goals of this activity. If the objectives were fully covered by functions such as mediation between citizens and the state, the information function and the function of organizing plurality of public interests, then the role of strengthening the self-organization of civil society and the function of compromise become increasingly important in the process of formation in the developed countries of civil society and the development of telecommunication technologies.

Ukrainian lobbying will not be left to the side of this process. Already, politicians of the highest level, leaders of financial and industrial groups have to act, adjust their goals (even if they are — declared), taking into account the reaction of the public. In the future, this trend will only increase. The analysis of current research and political events provides all grounds for believing that, while proper regulatory legislation is being formed in Ukraine, the goals and functions of domestic lobbying will essentially shift towards a compromise with the public.

It is noted that in spite of the existence of a basic direction of action, lobbying may have several ramified goals. Guided by the goals set, lobbying can manifest itself in various spheres of the political system of society, combining the closely intertwined interests of various actors in the lobbying process, or even — contrasting them.

Keywords: public administration, lobbying, lobbying goals, lobbying functions.

ЦІЛІ ТА ФУНКЦІЇ ЛОБІСТСЬКОЇ ДІЯЛЬНОСТІ В УКРАЇНІ: РЕАЛІЇ СЬОГОДЕННЯ ТА ЕВОЛЮЦІЙНИЙ ПРОГНОЗ

Анотація. Досліджено цілі та функції лобістської діяльності. Опрацьовано ідеї вітчизняних та зарубіжних вчених, запропоновано власні підходи до визначення цілей та функцій лобістської діяльності крізь призму державного управління. В якості підсумку запропоновано узагальнене бачення цілей та функцій лобістської діяльності як взаємозалежних елементів системи лобізму, надано прогноз подальшої еволюції цілей та функцій вітчизняного лобізму.

Аналіз функцій лобіювання дав змогу помітити тенденції у зміщенні цілей цієї діяльності. Якщо наведені цілі цілком охоплювалися такими функціями, як функція посередництва між громадянами і державою, інформаційна функція та функція організації плюралізму суспільних інтересів, то в процесі формування в розвинених країнах громадянського суспільства та розвитку телекомунікаційних технологій дедалі більшої ваги набувають функція посилення самоорганізації громадського суспільства і функція компромісу.

Не лишиться осторонь такого процесу і український лобізм. Вже сьогодні політикам найвищого рівня, лідерам фінансово-промислових груп доводиться діяти, коригувати свої цілі (хай навіть поки що — декларовані) з урахуванням реакції громадськості. Надалі ця тенденція лише посилюватиметься. Аналіз наукових досліджень та політичних подій сьогодення дає всі підстави вважати, що за час, поки в Україні сформується належне регуляторне законодавство, цілі та функції вітчизняного лобізму суттєво змістяться в бік компромісу з громадськістю.

Відмічено, що, незважаючи на існування основного напрямку дії, у лобізму може бути кілька розгалужених цілей. Спрямовуючись на поставлені цілі, лобізм може виявити себе в різних сферах політичної системи суспільства, поєднуючи тісно переплетені інтереси різних суб'єктів процесу лобіювання, або навіть — протиставляючи їх.

Ключові слова: державне управління, лобіювання, цілі лобізму, функції лобізму.

ЦЕЛИ И ФУНКЦИИ ЛОББИСТСКОЙ ДЕЯТЕЛЬНОСТИ В УКРАИНЕ: РЕАЛИИ И ЭВОЛЮЦИОННЫЙ ПРОГНОЗ

Аннотация. Исследованы цели и функции лоббистской деятельности. Обработаны идеи отечественных и зарубежных ученых, предложены собственные подходы к определению целей и функций лоббистской деятельности через призму государственного управления. В качестве итога предложено обобщенное видение целей и функций лоббистской деятельности, как взаимосвязанных элементов системы лоббизма, предоставлен прогноз дальнейшей эволюции целей и функций отечественного лоббизма.

Анализ функций лоббирования позволил заметить тенденции в смещении целей этой деятельности. Если приведенные цели вполне охватывались такими функциями, как функция посредничества между гражданами и государством, информационная функция и функция организации плюрализма общественных интересов, то в процессе формирования в развитых странах гражданского общества и развития телекоммуникационных технологий все большее значение приобретают функция усиления самоорганизации гражданского общества и функция компромисса.

Не останется в стороне такого процесса и украинский лоббизм. Уже сегодня политикам высшего уровня, лидерам финансово-промышленных групп приходится действовать, корректировать свои цели (пусть даже пока — декларируемые) с учетом реакции общественности. В дальнейшем эта тенденция будет только усиливаться. Анализ научных исследований и политических событий современности дает все основания считать, что за время, пока в Украине сформируется должное регуляторное законодательство, цели и функции отечественного лоббизма существенно сместятся в сторону компромисса с общественностью.

Отмечено, что, несмотря на существование основного направления действия, у лоббизма может быть несколько разветвленных целей. Устремляясь на поставленные цели, лоббизм может проявить себя в различных сферах политической системы общества, сочетая тесно переплетенные интересы различных субъектов процесса лоббирования, или даже — противопоставляя их.

Ключевые слова: государственное управление, лоббирование, цели лоббизма, функции лоббизма.

Formulation of the problem. One component of the political and managerial process, which allows to realize in practice the mechanism of interaction of this society with state authorities. First of all lobism is influence of indi-

viduals or groups of people on power, on the processes of elaboration and adoption of important political decisions, and more often it's an indicator of the processes taking place in society.

The driving force behind lobbying is, first of all, the interests of subjects of lobbyism, which are inextricably linked with its functions. Today, most of the lobbying goals in Ukraine lie in the area of redistribution of economic resources, and therefore, lobbying allows political and legal means to achieve the desired economic interests. In the process of redistribution of property, the struggle of groups of influence for certain benefits, privileges, privileges are implemented certain functions of lobbyism. Thus, the goals and functions are interrelated, which makes it necessary to consider them as part of a single study.

Analysis of recent research and publications. The problems of lobbying in general and the question of defining its goals and functions in particular were devoted to their research by such scholars as O. Diaghilev, N. Zyablyuk, A. Kucherov, M. Malyutin, R. Matskevich, V. Nesterovich, O. Odintsov, N. Sakharov, S. Syrotenko, E. Tikhomirova, V. Yasenetsky and others. However, the process of establishing a domestic institute of lobbying, the formation of new scientific approaches to this phenomenon, and the existence of significant contradictions in understanding these characteristics by both civil servants and academics, require a new, comprehensive study of the goals and functions of lobbying. In addition, in the process of transformation of domestic society, in view of the European integration aspirations of Ukraine, in the course of time, some

shift of objectives and functions of lobbying activity is foreseen, which requires some research.

The purpose of the article. The purpose of the study is to outline the goals and functions of lobbying on the basis of the analysis of scientific research and domestic practice, forecasting in relation to the goals and functions of domestic lobbying in the future.

Presenting main material. One of the decisive factors that makes it possible to understand the lobbyist activity is understanding, at least in the general form, of the goals pursued by lobbying activity. Moreover, the choice of goals will directly depend on the performance of one or another of its functions.

The purpose, as noted by the philosophical encyclopedic dictionary, is "the ideal image of the future, the desired result of human activity. The purpose is a direct motive of human activity, which determines and mobilizes its will. The process of forming and implementing a goal is called goal-setting" [1, p. 706].

In each particular case, the use of lobbying pursues different goals, or even – a set of goals. It also depends on the sphere of public life, where lobbying activity takes place, and on the qualitative level of state structures, on the qualitative composition of the "pressure groups" themselves and on many other factors. However, with all the diversity of existing goals, a number of common goals inherent in lobbying can be singled out.

According to some researchers of lobbyism, in most cases its subjects pursue socio-economic goals related to the solution of issues of ownership and rights to dispose of it; granting rights to specific activities; government or-

der; quotas, licenses; tariffs for energy resources; economic and tax privileges; financing of social programs [2, p. 47].

These goals are fundamental to lobbying structures in virtually all countries of the world and Ukraine is no exception. If you turn to domestic practice, then the analysis of adopted Presidential decrees and the decisions of the Government, their orders, can serve as a direct confirmation of what has been said. In this there is nothing unexpected, or even more so – paradoxical, because the ultimate goal of the entire back door – money and power over the channels of financial resources. A vivid example of lobbying, whose elements are followed by the naked eye, and which pursues the objective of redistribution of significant financial resources directly, can be considered a budget process.

The adoption by the Verkhovna Rada of Ukraine of the state budget for 2018 traditionally resembled a political epic. To determine the manifestations of lobbying in this process, there is no need to conduct a thorough study, just look at the reviews of several information portals. Thus, the columnist K. Peshko from the portal “Glavkom”, notes in this regard, the following: “the maintenance of the government, the president and parliament in 2018 will rise in price by almost a billion compared to this year. The leader will be the president, the economy of which will cost the country more expensive than the entire space program” [3]. No less interesting is the analysis of this event portal “Ukrainian Truth”. The journalists directly named the interested parties who fueled their interests in the new budget, in particular, according to

the observers, “the contractors of road works and budget managers who are commissioning jobs rejoice because the record amount will be sent to the road economy – almost 47 billion (UAH)” [4].

Although compared to directly “financial”, “social” or “environmental” lobbying, allegedly pursuing “noble” goals, he tries to solve a range of other, rather pragmatic issues. In particular, very often, politicians resort to cooperation in these areas in order to increase their own rating among this or that category of voters. So, the already mentioned columnists of the portal “Ukrainian Truth” note that “teachers, drivers and president have most benefited from the budget for 2018. Less luck to students, smokers and retirees” [4].

Thus, despite the existence of a basic direction of action, lobbying may have several rational goals. Guided by the goals, lobbying can manifest itself in various spheres of the political system of society, combining the closely intertwined interests of different actors in the process of lobbying, or even – contrasting them.

Foreign practice of lobbying shows that in many corporations, banks, financial and industrial groups special units are created for the purpose of lobbying activity. In economically developed countries, almost every large company, especially if it is a multinational corporation, has its own state of lobbyists, which, depending on the capacity of the organization, ranges from several dozens to several hundred employees [5, p. 2]. These units may have different titles (Public Relations Division, Department of Law, Government Relations Department – Government

Relations, in the United States, many of these units are called “Washington Representations”), but unchanged. is their activity – advocating the interests of their corporations by exercising influence over the bodies of state power.

The functions of lobbying, aimed at redistributing financial resources, are more obvious and have been considered by scholars on a number of occasions, so we’ll try to consider to a greater extent those functions that are socially significant and of a political and legal nature. The political and legal sphere of society’s life is a field where all other spheres, its inalienable components intertwine. Probably therefore, this is where the concentration of lobbyism will be the highest and, accordingly, the most significant.

American scientist D. Johnson divided the functions of lobbyism into four categories:

1. The function of information gathering. The Washington representatives provide the responsible individuals of their interest groups with summaries needed to make informed decisions about government actions. The task of the lobbyist here is to organize the flow of information about all activities of state authorities, which is in the interests of the group.

2. The function of providing information to external consumers. The bulk of this information relates to certain aspects of the pressure group’s activities, its capabilities, and relationships to identified problems.

At the same time, the first and second functions ensure the possibility of uninterrupted communication between civil society and the state.

3. Function of communication with legislative and executive bodies (that is, actual lobbyism). Here the forms of activity can be different. Among them: personal representation of arguments; providing research results; speeches at hearings in parliamentary committees; influence on the legislator through contracts of a lobbyist with his relatives and friends, as well as with influential voters; party invitations and entertainment; collecting money for election campaigns; participation in conducting political campaigns; organization of campaigns for collecting letters and telegrams from voters; dissemination in the electoral district of the legislator of the results of his voting; organization of propaganda campaigns; direct bribes, blackmail; united lobbying by several organizations.

4. The function of selling the government of its products (this applies to trade and business corporations) [6, p. 50–53].

This approach is of a certain scientific interest, but it seems to be too simplistic (narrow), since it doesn’t give a complete picture of the functions of lobbyism. O. Odintsov, a national scholar of lobbying, tries to reproduce a more complete list and, through the functions, convey the essential character of lobbyism. It has the following features:

1. the function of mediation between citizens and the state;
2. information function;
3. the function of organizing plurality of public interests;
4. the function of strengthening the self-organization of civil society;
5. the function of a compromise [7, p. 6–7].

With such a classification in general it is necessary to agree. We will use it as a basis, and will be supplemented with the refinements of other researchers.

1. The function of mediation between citizens and the state is realized because lobbyists represent the interests of various social actors in the power structures of society. In general, “the optimal variant of interaction between the state and person is seen in the balance, proportionality of interests of the individual and the state” [8, p. 17].

2. Information function is a kind of integrator for everyone else, because the same mediation, first of all, is the exchange of information. The knowledge of experts plays an important role in the decision-making process or in the process of changing it. But knowledge of experts will only have some value if they are “missed” because of the interest of citizens concentrated in lobbying structures. In such an approximate approach to idealism, lobbying takes on the form of a “two-way street”, since pressure groups, seeking benefits for themselves, in turn, provide favorable conditions for the perception of laws and decisions adopted by the state and the specific groups of the population. The lobbyists provide the authorities with a flow of information on one or another issue, “inform the legislators about what is happening at the lowest social level (and at other levels)” [9, p. 62], and at the same time, their actions contribute to the development of a more correct course, or in other words, a more flexible strategy in the adoption of certain decisions. In this context, lobbying serves as a system of reasoning, a mechanism for preparing and tak-

ing appropriate decisions, because lobbying interests of different groups and layers is given a high priority, urgency, social significance, power structures are convinced of priority, operational and more complete satisfaction.

3. The function of organizing pluralism of public interests, realized through the ability of lobbying to create opportunities for the interests of minorities. In other words, lobbyism complements the constitutional system of democratic representation, allowing them to take part in the adoption and implementation of political decisions for those groups that have no other such opportunity. Of course, in large business entities, the ability to defend their interests is much greater than that of those who do not have the enormous financial resources of the stakeholders, but both theoretically and in practice, lobbyism can represent the interests of one person. Thus, through the system and practice of lobbyism, they receive their expression and representation on a nationwide scale of interests that otherwise would not have been expressed. In this sense, “lobbying meets the spirit of democratic politics” [10, p. 64].

4. Lobbyism serves as a function of strengthening the self-organization of civil society. “Lobbyism is a necessary institution of civil society, because it promotes political socialization of the society of citizens” [11, p. 288].

According to O. Malka, “lobbyism is a kind of rival to the bureaucracy”, since public support or opposition to any bill is effectively mobilized precisely within the framework of lobbyism [9, p. 61].

In conditions of market relations, more and more often the state leaves

its positions in the sphere of protection of interests of various social groups and strata of society. This vacuum is filled by the relevant structures of civil society. According to Western researchers, non-state structures — “associations, civic organizations, etc., with the help of lobbying, try to solve their problems, embodying the principle of freedom” [12, p. 21].

5. The function of achieving a compromise, that is, a mutual equilibrium and reconciliation of the various interests of different subjects is a stabilizing factor. Government bodies, despite the often diametrically opposed interests in their activities, nevertheless make decisions, bills that, despite the fierce struggle in parliament, become laws. The position of managers can not fail to take into account the skilled and effective influence of the stakeholders, but this position is embodied in the legal reality so as to cause the least contradictions, differences and resonance. The growth of the media and communications activity, including the increasing use of journalistic investigations and the widespread domination of social networks, even forces senior civil servants to behave extremely tactfully. Thus, this function of lobbying is an indicator of the most acute, contradictory socio-economic and political processes in society, contributes to preserving the balance between different forces in developing the points of collision in the process of making managerial decisions.

Some experts distinguish a number of other functions. For example, EB Tikhomirov, considering lobbying as a specific form of communication with the public, and taking into ac-

count all the peculiarities of lobbying, also distinguishes between pragmatic, expressive, controlling and regulating functions [13, p. 119]. In her opinion: a pragmatic function means the transfer of certain communicative installations to objects of lobbying, in order to motivate them to respond appropriately and to make decisions; the expressive function is related to the fact that lobbyists express not only the semantic but also appraised information about certain realities, in particular on the positions and assessments of the measures used to meet the needs and interests of various social groups; the control function — observing the process of drafting legislative acts, preparing and adopting other management decisions — allows timely measures to overcome contradictions and predict the possible development of events in order to protect the interests of individual social actors; regulatory function, close but not identical to control. Lobbyists not only observe the decision-making process, they contribute to the adoption of decisions that ensure the ordering of social processes [14, p. 143–151].

Summarizing the list of lobbying functions and their analysis allows us to imagine and realize the enormous positive potential that includes lobbying activities, which in turn proves to us the importance of being able to coordinate the process so that lobbying activity is effectively used not only to meet the priority inquiries of stakeholders, but also to create a counterbalance system for imminent conflicts in the process of making managerial decisions, to promote prosperity and development of society as a whole.

Conclusions. Interests of subjects of lobby, forming the goals of this phenomenon, are inextricably linked with its functions. Most of the goals of lobbying in modern Ukraine lies in the area of redistribution of economic resources. Researchers agree that in all countries of the world the main objectives of lobbying are the impact on such areas as: resolving issues of ownership and rights to dispose of it; granting of rights to conduct specific activities; government order; quotas, licenses; tariffs for energy resources; economic and tax privileges; financing social programs. However, the list of goals of lobbying is not limited to the ones given.

The analysis of lobbying functions allows to notice the tendencies in shifting the goals of this activity. If the objectives were fully covered by functions such as mediation between citizens and the state, the information function and the function of organizing plurality of public interests, then the role of strengthening the self-organization of civil society and the function of compromise become increasingly important in the process of formation in the developed countries of civil society and the development of telecommunication technologies.

Ukrainian lobbyism will not be left to the side of this process. Already, politicians of the highest level, leaders of financial and industrial groups have to act, adjust their goals (even if they are – declared), taking into account the reaction of the public. In the future, this trend will only increase. The analysis of current research and political events provides all grounds for believing that, while proper regulatory legislation is being formed in Ukraine, the goals and

functions of domestic lobbying will essentially shift towards a compromise with the public.

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