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THE NETWORK OF INSTITUTES AND
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IN CENTRAL AND EASTERN EUROPE

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DEAR COLLEAGUES!

Me, Vice-President of the National Academy of Public Administration under the President of Ukraine, is particularly close to the idea of a professional, re-enriched by international science-and-science databases of the printed publication “Public management” for scholars of public administration and specialists of mixed specialties.

During the dynamic development of the theory of public administration, formation of information technologies, emergence of new forms of transfer of practical knowledge, it is important for each scientist to have his own professional publication, which will give an opportunity to get acquainted with the latest achievements of science and practice in his specialty and will promote his continuous professional growth as a specialist. On the pages of the collection “Public management” readers have the opportunity to get acquainted with the scientific, creative intelligence of leading specialists on topical topics, with new management technologies, approaches and tools



used to solve scientific problems of the development of statehood of Ukraine, and much more.

I wish the publication to remain the informational basis of the inter-national and interdisciplinary discussion of the problems of development of public administration in Ukraine and abroad.

**Sincerely,
Vice President of the National Academy of Public Administration
under the President of Ukraine,
Doctor of Science in Public Administration,
Professor**

Maryna Bilynska

DEAR AUTHORS, READERS!



The next issue of the collection “Public management” is in front of you. Over the past few years, the science of public administration has been enriched with new research, ever expanding use of modern European practices in the educational space. The development of general-methodological foundations of public administration studies, on the one hand, and practical recommendations on the use of their capabilities in solving special-scientific research tasks — on the other, contribute to a deeper understanding of state

**Regards,
Chief editor,
Doctor of science in public administration,
professor
Honored Lawyer of Ukraine**

phenomena and processes. All these achievements, of course, are based on new scientific data obtained recently in cooperative studies by teams of scientists from many countries.

Much has been done, but more has to be done in the future. Particular attention should be paid to the training of young scientists, taking into account the latest achievements of science. Cooperation of specialists from many branches from different research institutions, international cooperation is required for conducting research in the field of public administration at a high level of methodology. I believe that in spite of all the organizational and financial difficulties that exist, the rapid development of science and the coordinated work of our teams will result in success.

I believe that it is the authority of the leaders of the national scientific schools of public administration coupled with the talent and hard work of young researchers that is the key to our joint success.

Allow me to express my gratitude to the authors of the scientific materials published in this issue and to invite all our readers to actively research on the publication of research results in our collection.

A handwritten signature in black ink, appearing to read 'Y. O. Romanenko'. The signature is fluid and cursive, with a long horizontal stroke at the end.

Y. O. Romanenko

UDC: 351

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METHODOLOGICAL FEATURES OF PUBLIC ADMINISTRATION DEVELOPMENT INVESTIGATION

Abstract. The article describes the essence of the concept of “methodology of scientific research” and identifies the following methodological peculiarities of research on the development of public administration (as a subject of research): the methodology of scientific research is a system of principles and methods of organizing a study that includes general, special and specific; Problems of the research methodology are due to the lack of development of a special and specific methodology; paradigmatic changes in public administration, its gradual transformation into public administration requires additional thorough scientific developments regarding specific methodological developments; A significant methodological significance is the refinement of the essence of such key concepts of research as “development” and “development of public administration”, which are associated with changes, progress and evolution.

It is determined that the methodology of public administration is characterized by a significant problem field, which includes the necessity of solving such problems as: substantiation, systematization, classification and description of categories, analysis of their genesis, role in science and practice; creation of categorical apparatus of state administration; formulation of principles, analysis of their scientific, evaluative and practical content; definition of norms of cognitive, evaluation and

practical activity in public administration; research of the system of values, their changes and roles in public administration, in cognitive, practical and evaluative activity; the study of the paradigm of public administration, the processes of change, the crisis and the development of paradigms; analysis of theoretical arsenal of public administration, development trends and metrological functions; substantiation of methods of public administration, their specifics; ensuring the integrity of cognitive and practical methodology, their transparency for methodological innovations.

Keywords: public administration, public administration, development of public administration, methodology of scientific research.

МЕТОДОЛОГІЧНІ ОСОБЛИВОСТІ ДОСЛІДЖЕННЯ РОЗВИТКУ ПУБЛІЧНОГО УПРАВЛІННЯ

Анотація. Розкрито сутність поняття “методологія наукових досліджень” та виявлено такі методологічні особливості дослідження розвитку публічного управління (як предмета дослідження): методологія наукового дослідження — це система принципів і способів організації дослідження, що містить загальну, спеціальну та специфічну; проблеми методології дослідження пов’язано з недостатньою розробленістю спеціальної та специфічної методології; парадигмальні зміни у державному управлінні, поступове його перетворення на публічне управління потребує додаткових ґрунтовних наукових напрацювань щодо специфічних методологічних розробок; вагоме методологічне значення має уточнення сутності таких ключових понять дослідження як “розвиток” і “розвиток публічного управління”, що пов’язані із змінами, прогресом та еволюцією.

Визначено, що методологія державного управління характеризується значним проблемним полем, яке потребує розв’язання таких проблем: обґрунтування, систематизацію, класифікацію й опис категорій, аналіз їх генезису, визначення ролі в науці та практиці; створення категорійного апарату державного управління; формулювання принципів, аналіз їх наукового, оціночного та практичного змісту; визначення норм пізнавальної, оціночної і практичної діяльності в державному управлінні; дослідження системи цінностей, їх зміни і роль у державному управлінні, в пізнавальній, практичній і оцінній діяльності; вивчення парадигмальності державного управління, процесів зміни, кризи і розвитку парадигм; аналіз теоретичного арсеналу державного управління, тенденцій розвитку і метрологічних функцій; обґрунтування методів державного управління, їх специфіки; забезпечення цілісності пізнавальної і практичної методології, їх прозорості для методологічних інновацій.

Ключові слова: публічне управління, державне управління, розвиток публічного управління, методологія наукового дослідження.

МЕТОДОЛОГИЧЕСКИЕ ОСОБЕННОСТИ ИССЛЕДОВАНИЯ РАЗВИТИЯ ПУБЛИЧНОГО УПРАВЛЕНИЯ

Аннотация. Раскрыта сущность понятия “методология научных исследований” и выявлены следующие методологические особенности иссле-

дования развития публичного управления (как предмета исследования): методология научного исследования — это система принципов и способов организации исследования, которая включает общую, специальную и специфическую; проблемы методологии исследования связаны с недостаточной разработанностью специальной и специфической методологии; парадигмальные изменения в государственном управлении, постепенное его превращения в публичное управления требует дополнительных фундаментальных научных работ по специфическим методологическим разработкам; весомое методологическое значение имеет уточнение сущности таких ключевых понятий исследования как “развитие” и “развитие публичного управления”, связанные с изменениями, прогрессом и эволюцией.

Определено, что методология государственного управления характеризуется значительным проблемным полем, которое требует решения таких проблем: обоснование, систематизация, классификация и описание категорий, анализ их генезиса, роль в науке и практике; создание категориального аппарата государственного управления; формулировка принципов, анализ их научного, оценочного и практического содержания; определение норм познавательной, оценочной и практической деятельности в государственном управлении; исследования системы ценностей, их изменение и роль в государственном управлении, в познавательной, практической и оценочной деятельности; изучение парадигмальности государственного управления, процессов изменения, кризиса и развития парадигм; анализ теоретического арсенала государственного управления, тенденций развития и метрологических функций; обоснование методов государственного управления, их специфики; обеспечение целостности познавательной и практической методологии, их прозрачности для методологических инноваций.

Ключевые слова: публичное управление, государственное управление, развитие публичного управления, методология научного исследования.

Problem statement. The development of Ukraine as a democratic, social and legal state is directly related to the development of public administration.

Today in Ukraine, under the influence of globalization, European integration, as well as changes taking place within Ukrainian society, which relate to almost all spheres of its life, changes in relations between civil society and the government, there is a transformation of public administration to public administration.

In order for these large-scale changes to determine the development, in particular, the development of public administration and the evolutionary development of society, the scientific support for these processes is required, and therefore the issues of developing the methodology of scientific research and practice of public (public) management are really acute, taking into account the specifics of the methodological features of the study of various aspects of public

Analysis of recent studies and publications on research issues indicates a significant contribution to the development of research methodology, in particular the science of “Public administration”, by such scientists as: V. Averianov, V. Bakumenko, V. Kniازه, V. Kovbasiuk, V. Korzhenko, S. Kravchenko, A. Mykhnenko, N. Nyzhnyk, P. Petrovskyi, O. Rudenko, Yu. Surmin and others, which formed the basis for the research of various aspects.

Purpose of the article is to identify the methodological features of the study of various aspects of the development of public administration.

Presentation of the main material of research. Research methodology (from Greek. Language – *methodos* – way of research or knowledge and *logos* – the word, the concept, the doctrine) is a system of principles and ways of organization studies [1, p. 416].

Today, the concept of “research methodology” has no single interpretation. Foreign scientists do not distinguish between methodology and research methods. Domestic scientists interpret the methodology as a theory of research methods, the creation of concepts as a system of knowledge about the theory of science. Problems of methodology of research most often are associated with a particular specific science [1, p. 416].

According to P. Petrovskyi, the concept of “methodology of scientific research” should be considered as a general theory of a particular process of cognition, the search for a deeper explanation of the specifics of the object of knowledge, which affects the research process and determines its main characteristics. Methodology in a

broad sense can be considered as a set of general guidelines and fundamental principles governing scientific activity as such, in its relative isolation from practical and spiritual and practical activities. In a narrower sense, the term “methodology of research” concerns the rules, regulations and methods of regulating individual actions and cognitive activity aimed at the achievement of true knowledge in the form of empirical data, laws, or theories of any science [2, p. 23].

Methodology in the twenty-first century is undergoing inevitable and has yet to undergo major changes. The famous domestic and foreign scientists, namely, V. Bakumenko, A. Rudenko [3], N. Nyzhnyk [4; 5], Yu. Surmin [6] and others paid attention to this.

It should be noted that the formation of the science of public administration in Ukraine as an integral scientific discipline began from the first years of independence of Ukraine, when it became clear that the development of the state in the context of imperatives of transformational changes in society, all its institutions, solving a complex of economic, social, political, value-spiritual problems is impossible without the creation of a special branch of knowledge – public administration [7, p.7]. On March 13, 1997 the newly formed branch “Public administration” was included by the order of the Higher qualification Commission of Ukraine № 86 to the list of specialties of scientists [7, p. 5].

Public administration, as a science, is based on its own research methodology. The methodology of public administration as a system of methods of organization and implementation of

cognitive and practical activities in the field of public administration includes a subsystem of research methods (concepts, principles, approaches, methods, norms, paradigms, etc.) in the field of public administration and a subsystem of methods (principles, approaches, methods, procedures, technologies) of public administration [8, p. 87]. It is closely linked to the theoretical knowledge that forms the basis of its development and at the same time develops itself with the help of new methodological tools. According to this concept, laws, models and theories in public administration not only perform the functions of description, explanation, but also the functions of foreseeing the emergence, existence and development of certain public administration phenomena. They also perform methodological functions, namely, provide scientific validity of the practice of public administration and at the same time act as the theoretical basis of the methodology of public administration [8, p. 87].

The methodology of public administration is characterized by a significant problem field, which includes the need to solve such problems as: justification, systematization, classification and description of categories, analysis of their genesis, role in science and practice; the creation of the categorical apparatus of public administration; formulation of principles, analysis of their scientific, evaluative and practical content; definition of norms of cognitive, evaluative and practical activities in public administration; study of the system of values, their changes and roles in public administration, in cognitive, practical and evaluative activities; study of

the paradigm of public administration, processes of change, crisis and development of paradigms; analysis of the theoretical arsenal of public administration, development trends and metrological functions; justification of public administration methods, their specificity; ensuring the integrity of cognitive and practical methodology, their transparency for methodological innovations. Each component in the structure of the methodology of public administration, on the one hand, performs its specific purpose, and on the other – at the same time plays a system-forming role [8, p. 87–88].

We agree that the most developed is the general methodology of scientific research (common for different branches of science); to a certain extent, but less developed is the methodology of research of management science and science of public administration (special) [9]. Each new comprehensive research in the field of science “Public administration” involves the improvement of the general methodology of research in public administration and the allocation of appropriate methodological aspects for each specific object of study [9, p. 88]. The questions of determining the methodological foundations of any research are quite complex and they are in constant improvement by scientists and need to adapt the scientific heritage according to the object and subject of the study, taking into account the needs of today.

Let us note that today in Ukraine under the influence of external influences and inner reforms a paradigm change in public administration takes place, as well as a gradual transformation in public management. This situ-

ation requires additional fundamental scientific developments regarding specific methodological developments, which are due to the specifics of the subject of research (in particular, the development of public administration).

The development of public administration and/or its separate aspects as a subject of scientific research should be based on methodological developments of various branches of knowledge, that is, its research has a pronounced interdisciplinary approach. At the same time, it is necessary first of all to clarify the essence of the key concepts of the study. In particular, the category of “development” is essential for this subject of research.

Development is a specific process of change, the result of which is the emergence of a qualitatively new, progressive process of ascent from the lowest to the highest, from the simple to the complex. Development means growth, expansion, evolution; creation; event; improvement, improvement is a special type of irreversible, progressive, targeted modifications of complex system objects, due to their structural and functional upgrading, improvement, growth, improvement, transformation into “its” brand new one [10, p. 498–500].

It is no accident that development is equated with progress. Understanding of the development as a process of qualitative natural and socio-cultural changes reveals fundamentally different, new in relation to the past.

At the same time, we note that the development process is much more complicated than the process of change. We agree with the opinion of V. Korzenko that a change of one for the

other different one means a mechanical return to the old or engagement, instead of the old of the implementation of something qualitatively new, processing, handling, alerting, providing another view, etc and concerns anything: social status, management, movement, features, properties, forms and methods of managerial influence, social technologies, control mechanisms in social being, social institutions and institutions, etc. The fact that changes have been made does not yet indicate to the nature of the trend of change. Any development always involves change but not every change, including with the formation of a new quality, can be considered a development, because a change involves simple mechanical destruction of the old [10, p. 498–500].

According to M. Mikhnenko “development is a multidimensional process of transition from one state to another, more perfect”. Depending on the object of a development can be: social, political, economic, social, spiritual, cultural, mental, technical. Universal property of development is irreversible, directed change of matter and consciousness. This change can be both evolutionary and revolutionary. Evolutionary change is a process of long-term, gradual, insignificant changes and gradual transition to the higher stages of development with the inheritance of the previous elements; it is also a synonym of gradual development. The differences between evolution and development most of the professionals relate to the fact that evolution takes place by itself, mainly under the influence of external factors, and development – through ac-

tive human action for the restructuring of internal processes [11, p. 600].

It should be noted that the term “evolution” (lat. Evolution – disclosure, development) denotes development, mainly irreversible changes that take place in living and inanimate nature also in social systems. Evolution can lead to complication, differentiation, increasing the level of organization of the system (progressive evolution) or, conversely, to a decrease in its level. It is also possible that there is an evolution while maintaining the overall level or height of the organization [12, p. 182–183]. Nontrivial multidimensionality is a characteristic feature of modern social systems. The multidimensionality of the state and society as a dual entity consists in the presence of its own interests, value systems and, accordingly, goals in the subsystems: power; government; public administration; efficiency of economic objects; resource and natural resources; environmental resources; social protection. Under these conditions, the algorithm of sequential design (according to the order of each of the aforementioned subsystems) trajectories of social evolution is insufficiently effective [5, p. 62–70].

Summary. Thus, we have identified the following methodological features of the study of the development of public administration (as a subject of research):

- the methodology of scientific research is a system of principles and methods of research organization, which includes general (common for various fields of science), special (for science “public administration”) and specific (for the subject of research,

which is at the junction of different sciences);

- the problems of research methodology are connected not only with the insufficient development of the methodology of science “public administration” (special methodology), and, in particular, in the part of the chosen subject of research (specific methodology);

- under the influence of external factors and inner society reforms a paradigm change in public administration takes place, as well as a gradual transformation in public management. This requires additional solid scientific developments with respect to specific methodological developments;

- methodological importance is the clarification of the essence of such key concepts of research as “development” and “development of public administration”, which are associated with changes, progress and evolution.

Further research should focus on the identification of problematic issues of public administration development in Ukraine in today's conditions.

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INTERNATIONAL EXPERIENCE OF THE PUBLIC INVESTMENT POLICY AND POSSIBILITY OF ITS USE IN UKRAINE

Annotation. The article examines the experience of the state investment policy in different countries of the world. The distinctive features of the state investment policy of foreign countries are presented. The ways of using the experience of the state investment policy of the countries of the world to improve the state investment policy in Ukraine are offered.

The urgency of considering the generalization of international experience in the direction of the formation of the state investment policy and the possibility of its use in Ukraine through the implementation of the reform of economic processes in accordance with European standards is noted. Based on the experience of countries such as the USA, China, Austria, the Netherlands, Great Britain, France, Germany, Japan and Georgia, the distinctive features and features of the investment policy models of these countries on the way to the emergence of an

innovative economy are detected, and differences in the forms of regulation of the investment mechanism are identified.

The need to include in the state investment policy of Ukraine the basic aspects of the main goals and objectives of the investment policy of the new generation, which takes into account the latest trends and needs of the world economy, is noted. This aspect is necessary on the path of Ukraine to European integration and requires the application of globally relevant approaches and priorities to the development of state investment policy.

It is concluded that a similar sign in the regulation of investment activities in Ukraine and in foreign countries is the implementation of a large influence of integration processes on the state investment policy. The state investment policy of Ukraine should become the basic direction of the state economic policy and ensure the formation of effective mechanisms for attracting investment resources to the development of the national economy. All measures cited in the article should provide an opportunity to ensure transparency and efficiency of public investments, direct investment flows to priority sectors of the economy, and create a basis for enhancing investment activity in Ukraine.

Keywords: state investment policy, investment companies, state investment activity, foreign capital, direct investments.

СВІТОВИЙ ДОСВІД ДЕРЖАВНОЇ ІНВЕСТИЦІЙНОЇ ПОЛІТИКИ ТА МОЖЛИВОСТІ ЙОГО ВИКОРИСТАННЯ В УКРАЇНІ

Анотація. Розглянуто досвід державної інвестиційної політики в різних країнах світу. Наведено відмінні особливості державної інвестиційної політики зарубіжних країн. Запропоновано шляхи використання досвіду державної інвестиційної політики країн світу для удосконалення державної інвестиційної політики в Україні.

Зазначено актуальність розгляду узагальненого світового досвіду у напрямі формування державної інвестиційної політики та можливості його використання в Україні через реформування економічних процесів відповідно до європейських стандартів. На основі досвіду таких країн, як США, Китай, Австрія, Нідерланди, Великобританія, Франція, Німеччина, Японія та Грузія, виявлені відмінні риси та особливості моделей інвестиційної політики цих країн на шляху до становлення інноваційної економіки, визначено відмінності у формах регулювання інвестиційного механізму.

Доведено необхідність включення в державну інвестиційну політику України базових аспектів основних цілей та завдань інвестиційної політики нового покоління, що враховує останні тенденції та потреби світової економіки. Цей аспект є необхідним на шляху України до євроінтеграції, і вимагає застосування актуальних у світовому масштабі підходів і пріоритетів до розвитку державної інвестиційної політики.

Визначено, що схожою ознакою регулювання інвестиційної діяльності в Україні і в зарубіжних країнах є великий вплив інтеграційних процесів на державну інвестиційну політику. Державна інвестиційна політика України

має стати базовим напрямом економічної політики держави та забезпечити формування ефективних механізмів залучення інвестиційних ресурсів у розвиток національної економіки. Наведені заходи сприятимуть забезпеченню прозорості та ефективності державних інвестицій, спрямуванню інвестиційних потоків до пріоритетних галузей економіки, створенню підґрунтя для активізації інвестиційної активності в Україні.

Ключові слова: державна інвестиційна політика, інвестиційні компанії, державна інвестиційна діяльність, іноземний капітал, прямі інвестиції.

МИРОВОЙ ОПЫТ ГОСУДАРСТВЕННОЙ ИНВЕСТИЦИОННОЙ ПОЛИТИКИ И ВОЗМОЖНОСТИ ЕГО ИСПОЛЬЗОВАНИЯ В УКРАИНЕ

Аннотация. Рассмотрен опыт государственной инвестиционной политики в разных странах мира. Приведены отличительные особенности государственной инвестиционной политики зарубежных стран. Предложены пути использования опыта государственной инвестиционной политики стран мира для совершенствования государственной инвестиционной политики в Украине.

Отмечена актуальность рассмотрения обобщенного мирового опыта в направлении формирования государственной инвестиционной политики и возможности его использования в Украине путем реформирования экономических процессов в соответствии с европейскими стандартами. На основе опыта таких стран, как США, Китай, Австрия, Нидерланды, Великобритания, Франция, Германия, Япония и Грузия, обнаружены отличительные черты и особенности моделей инвестиционной политики этих стран на пути к становлению инновационной экономики, определены отличия в формах регуляции инвестиционного механизма.

Доказана необходимость включения в государственную инвестиционную политику Украины базовых аспектов основных целей и заданий инвестиционной политики нового поколения, которое учитывает последние тенденции и потребности мировой экономики. Этот аспект является необходимым на пути Украины к евроинтеграции, и требует применения актуальных в мировом масштабе подходов и приоритетов к развитию государственной инвестиционной политики.

Отмечено, что похожим признаком регулирования инвестиционной деятельности в Украине и в зарубежных странах является большое влияние интеграционных процессов на государственную инвестиционную политику. Государственная инвестиционная политика Украины должна стать базовым направлением экономической политики государства и обеспечить формирование эффективных механизмов привлечения инвестиционных ресурсов в развитие национальной экономики. Приведенные меры будут способствовать обеспечению прозрачности и эффективности государственных инвестиций, направлению инвестиционных потоков в приоритетные отрасли экономики, созданию основы для активизации инвестиционной активности в Украине.

Ключевые слова: государственная инвестиционная политика, инвестиционные компании, государственная инвестиционная деятельность, иностранный капитал, прямые инвестиции.

Proble statement. The problem of state investment policy remains one of the most urgent for many countries in the world. Different countries use different means and mechanisms to stimulate the development of their investment attractiveness at macro-, meso- and micro-levels in order to maximize the investment potential realization.

Ukraine is currently on the path to European integration, which requires the application of world-wide approaches and priorities for the development of state investment policy. Thus, the state investment policy of Ukraine should include the basic aspects of the main goals and tasks of the new-generation investment policy, taking into account the latest trends and needs of the world economy.

Since Ukraine is undergoing the reform of economic processes in line with the European standards, it is relevant to consider the generalization of the world's experience in the direction of the formation of a state investment policy and possibility of its use in Ukraine.

Analysis of recent publications on research issues. The papers of scientists, such as D. V. Vankovych, V. M. Geets, L. V. Gotsuliak, N. B. Demchyshchak, O. A. Kolodiziev, G. Kopern, M. I. Krupka, G. V. Markov, Yu. D. Prytyka, Ya. A. Soltys, F. P. Tkachyk and others are devoted to the consideration of state investment policy prob-

lems. However, the analysis of publications on effective state investment policy is incomplete. At this stage of development of our country, it is necessary to study the world experience and possibility of its use in Ukraine to improve the state investment policy.

Purpose of the article. The purpose of the paper is to study the experience of the state investment policy of the world countries and the possibility of its application in Ukraine.

The investments are the resources for accelerating the processes of capital turnover of the business entities. They ensure the growth of profitability, form the priority directions of economic development, stimulate the restructuring of economic activity management system, provide the creation of high-tech industries, and increase the level of social standards. Through the investment resources, the GDP grows, and its redistribution between the parties to economic processes, branches of the economy is accelerated. At the same time, the development level of individual economic system components depends on state priorities and goals, which, in turn, should meet the basic needs of the society.

Most scientists take the view that the state investment policy shall mean the system of measures taken by the state towards the formation of necessary conditions for expansion of the investment activity, stabilization of

the economic system and raising the performance efficiency of the business entities [1].

The result of state investment policy improvement should stimulate the development of intensification of the economy production component, increase in the level of entrepreneurial activity. Currently, the formation of national investment policies is targeted at new development strategies. In the interest of strengthening the productive capacity and sustainable development, the most states seek to attract foreign investments.

Let's consider the experience of the countries of the world, the economic development strategies of which could serve as an example for improving the formation of state investment policy in Ukraine.

So, the state investment policy for both American and foreign companies in the United States is aimed at attracting the investments. Currently, this country is in the first place in terms of scope of attracted foreign capital into the economy of its country. With regard to investments into the country, the USA adheres to the policy of maximum stimulation of foreign investors, while reserving the right to control the investments in the most sensitive sectors of the economy. The regulation of foreign investments in this country is carried out at the federal and the state levels. At the federal level, the general requirements are set for the foreign investments, and at the state level, the local government authorities of corresponding states set the specific requirements for the participation of foreign investors in projects. On the basis of long-term and short-term programs

developed on the basis of local features and needs and in accordance with local legislation, each state independently works to attract the foreign investments [2, p. 116–117].

The state investment policy of China as part of a strategy of reforms and modernization largely defines the high rates of economic growth and social changes in China. It is increasingly extends towards the foreign and foreign economic course of the country, has an increasing influence on the economy of neighboring countries. It should be noted that China takes into account the scope of foreign investments in accordance with the concluded contracts, as well as the amounts of investments spent under such contracts. Obviously, the scope of spent investments is less than the scope under the contracts. The regulatory documents adopted in 2013 by the Chinese authorities, appeared to be a logical continuation of the state policy towards improving the investment climate, which commenced in 2012 [3].

Despite the quite attractive investment climate in China, the competition from advanced economies demands making active decisions by the authorities of such country, which would take into account new trends in the world investment market. In our opinion, this requires as follows:

- to simplify the procedures for approving the investment projects;
- to increase the efficiency of public authorities' activities by eliminating the duplication of functions and procedures;
- to reform the securities market and reform the judicial system.

Analysis of the state investment policy in Austria demonstrated that

the country has no unified state act regulating the investment relations. The procedure and terms of investments and various forms of their stimulation are enshrined in a number of federal and land acts and directives on specific issues. The basic principle of the Austrian state investment policy is to provide the investors with the freedom to choose investment areas and sources of their funding. The state does not establish any direct restrictions on investment activity in any industry. At the same time, in some cases, the investments may be restrained by the need for obtaining a special permit for certain types of business activity, environmental protection requirements and other regulations not directly related to investment issues.

The foreign investors are provided with the national regime on a reciprocal basis in Austria. The foreign investments are allowed in all branches of its economy, except for defense industry, enterprises and organizations financed by the public funding (federal railways, postal and telegraph service, radio and television), as well as industries and activities which are state monopoly (mining, production of tobacco and alcoholic beverages).

The state investment policy of the Netherlands traditionally has the image of a country with a favorable investment climate due to the ease of registration of legal entities, absence of administrative barriers, favorable legal environment, primarily tax preferences, as well as a large number of international treaties on avoidance of double taxation. The attractiveness of the Dutch market for long-term investment projects has been increasing

in recent years. The Government of the Netherlands consistently implements the strategy of attracting the foreign investments into the Netherlands based on the partnership of the state, business and science. The investment policy of the Netherlands is based on a intelligent presentation of investment projects to potential foreign partners. In the Netherlands there is a specialized state agency for foreign investments, which is a subdivision of the Ministry of Economy. In 2013, the Dutch government implemented a set of measures aimed at protection of the investments and financial support for small and medium-sized enterprises.

In our opinion, an example of an effective state investment policy which can be used for Ukraine is the experience of the EU countries Great Britain, France and Germany. The main mechanisms for state investment policy implementation in these countries are shown in Fig. 1.

The similarity of these mechanisms in the implementation of the state investment policy of these states is explained by the fact that they are typical for more developed countries, where the market economy has already strengthened and continues to evolve. Nevertheless, there are a number of differences in the forms of investment mechanism regulation.

Thus, the following differences may be identified in the quality of typical features of state investment policy of Great Britain (Fig. 2).

A special place in the investment activity regulation in Germany is also given to investment companies the operation of which is regulated by the Law on investment companies. De-

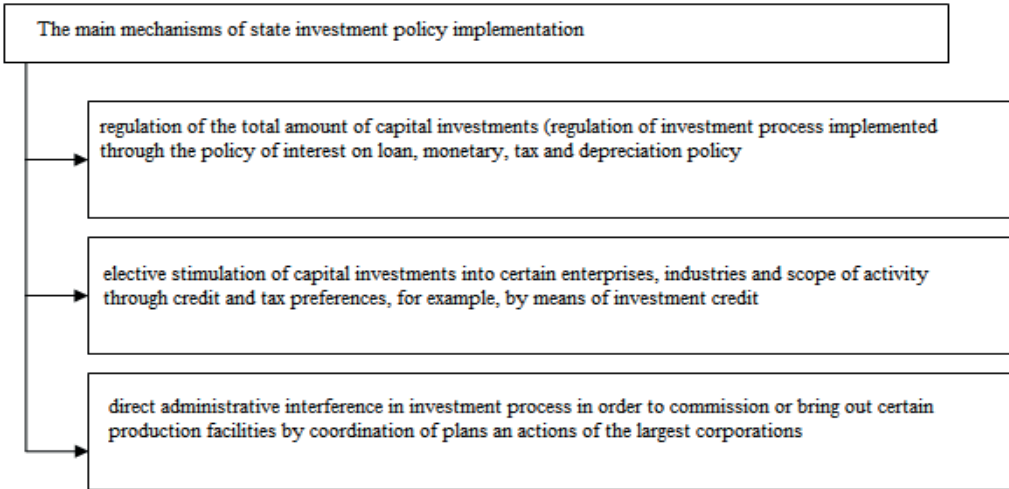


Fig. 1. The main mechanisms for implementing the state investment policy of Great Britain, France and Germany

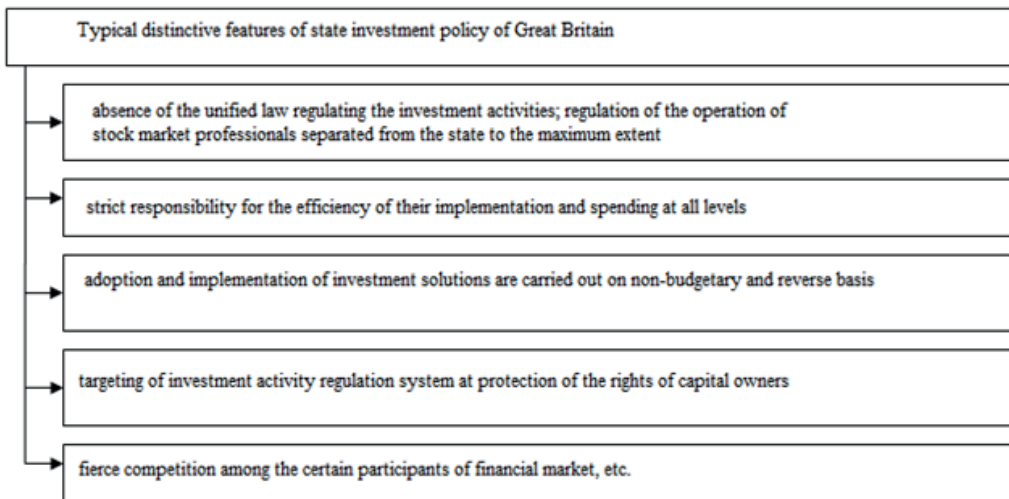


Fig. 2. Typical distinctive features of state investment policy of Great Britain

scribing the regulation of the investment process in Germany, I would like to note its orientation towards the domestic financial institutions. And the following may be identified as general distinctive features of the German system of investment sphere legal regulation (Fig. 3).

In France there is no unified special law regulating the foreign investments. Nevertheless, there is a system of “prior notification of the authorities about the intention to extend the testing period” which applies mainly to investors from non-EU countries if they participate in the activities of the French company.

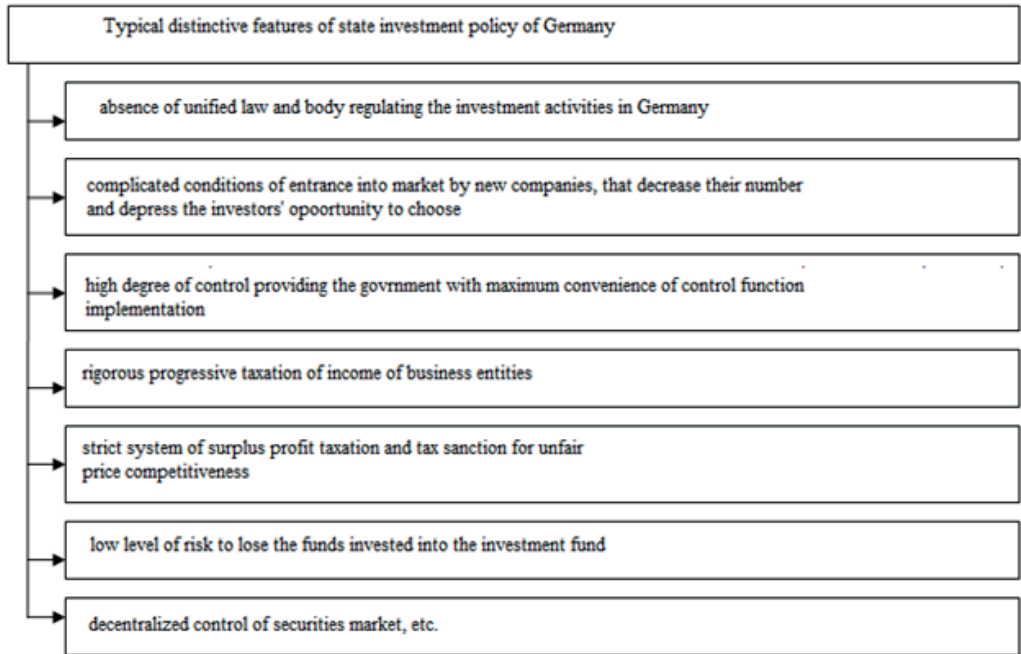


Fig. 3. Typical distinctive features of state investment policy of Germany



Fig. 4. Typical distinctive features of state investment policy of France

In the French legislation, there is also a clear distinction between the direct and other foreign investments, which is explained by the application of more preferential regulation in the course of latter's relations. Thus, the following may be identified as the main distinguishing features of the French model of investment process regulation (Fig. 4).

Summarizing the experience of the leading EU countries of Germany and France, we should note that governments apply the selective approach to each individual investment direction using a fairly wide range of fiscal instruments (tax preferences, subsidies, etc.).

It should be noted that developed countries see the basis of their compe-

titiveness in the long-term perspective, namely in the innovative development of own economy in the area of energy and ecology, transport, information and telecommunication systems, and health care.

The governments of the United States, the EU and Japan are convinced that innovation technologies in these areas will enable them to form new, post-crisis technological patterns able to provide the basis for dynamic economic growth, global economic leadership, and address the social problems (health care, unemployment). In other words, the state policy of these countries is aimed at fiscal stimulation of mentioned directions.

Currently, the increase of the efficiency of state investment programs' implementation is quite topical in Ukraine. The questions still remain about choosing the methods of financing, holding of expert review, control and monitoring of state investment programs. The experience of Georgia is quite interesting for Ukraine. There are three Free Industrial Zones in the country, which create the conditions for effective support of international trade and tax exemption for international companies. The Law on Free Industrial Zones was adopted in order to support the investments in Georgia, stimulate exports and develop international trade and transit activities. Favorable taxation and customs control conditions in the Free Industrial Zones provide the powerful incentives for foreign companies to move their production facilities into these zones. The availability of Free Industrial Zones has contributed to the growth of industry by providing new opportunities for

investments in industries such as metallurgy, petrochemical industry, motor industry, pharmaceuticals, electronics, production of medical equipment and building materials. Companies which place their production facilities in Free Industrial Zones may receive the following incentives:

- enterprises located in the Free Industrial Zones are exempted from property tax;
- VAT is not imposed on goods purchased abroad and imported into these zones;
- VAT is not imposed on transactions between enterprises located in Free Industrial Zones;
- provision of goods / services between enterprises in these areas is not subject to VAT;
- foreign goods imported into Free Industrial Zones are not subject to import duties;
- products manufactured in these zones are subject only to VAT within the special customs regime, regardless of the quantity of goods;
- export of goods manufactured in the FIZs to the territory of Georgia is not subject to import duties;
- exchange transactions are not controlled, no barriers to trade or quotas;
- no restrictions on the repatriation of capital;
- profit received by a foreign company as a result of operation in Free Industrial Zones is not subject to income tax;
- employees of enterprises located in the Free Industrial Zones personally pay the income tax by declaration of income, since the enterprise located in these zones is not an agent which pays

the taxes for employees and thus is not required to withhold the tax from wages [4].

Also note that agricultural enterprises do not pay VAT, are not subject to income tax and do not pay import duties on agricultural equipment. It should be noted that the agriculture received additional benefits from free trade regimes, which are free trade agreements, where the European Union provides the developing countries with preferences in access to its market.

Summarizing the experience of Georgia, we would like to note that in Ukraine there was an attempt to stimulate the investments by creating the special economic zones, but unfortunately, we did not succeed in obtaining a certain result. But the application of agricultural support experience is quite realistic for implementation in Ukraine.

Thus, in the analyzed foreign countries, as well as in Ukraine, the integration processes taking place in the world in recent years have a great influence on the state investment policy. This is a similar feature in the regulation of investment activity in Ukraine and foreign countries. However, there are some differences which Ukraine should take into account in the formation of an effective investment model of the state. For example:

- from the USA – Ukraine could borrow a rigid control system for investment activity;
- from Japan – scrupulousness about the potential investors;
- from France – policy aimed at reducing the risk of finances deposited into the investment funds;

- from the Great Britain – an effective incentive policy;

- from Germany – a system of “prior notification of power bodies”, etc.

All this would enable the Ukrainian state to successfully integrate into the system of world economy and take its place among the export-import turnover in the world. And the unified political and economic course in the area of foreign investment development applied in all the above-mentioned developed foreign countries, should serve as an example for Ukraine in order to form an effective system of investment legislation.

Conclusion and prospects for further research. Thus, summarizing the above, one can conclude that the state investment policy of Ukraine should become the basic direction of the state’s economic policy and ensure the formation of effective mechanisms for attracting the investment resources into the development of the national economy.

Based on the analysis of global experience of public investments, we recommended the following approaches in the state investment policy of Ukraine:

- to bring the regulatory framework in compliance with the European standards;

- to expand the sphere of budget investments by triggering the activities of the State Bank for Reconstruction and Development in order to support the priority development directions;

- to review the implementation of the current state programs with respect to expediency, quantity, impact on the industry and the economy as a whole;

- using the advanced experience of developed countries, to introduce new

forms of support for industries such as the coal industry, agriculture, which would stimulate the national private investments in this direction;

- to reorient the state investments towards economic and social infrastructure and innovation programs which would ensure the transition of the country's economy to high-tech and knowledge-intensive industries, enabling to increase the competitiveness of Ukrainian enterprises in the world market.

All of the above-mentioned measures will make it possible to ensure the transparency and efficiency of state investments, to direct the investment flows towards priority sectors of the economy, and to create the basis for intensifying the investment activity in Ukraine.

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MONITORING AS A MEANS OF ACHIEVING THE QUALITY OF HIGHER EDUCATION IN UKRAINE

Abstract. This article is devoted to one of the topical issues in the system of higher education in Ukraine – the achievement of quality education and the provision of educational services by higher education institutions. An important process for achieving quality is monitoring. Therefore, the author presents an analysis of the concept and components of monitoring, which is one of the tools for managing the higher education system both at the macro and micro levels.

The purpose of the article is to find current problems of organizing and monitoring the quality of education in the system of higher education in Ukraine, as well as analysis of the directions of its use.

In the course of the analysis, the author determines that monitoring technologies in the education system have great opportunities, but his direct impact on the effectiveness of the quality of education is not sufficiently taken into account.

In addition, the author points out the directions for achieving the main limits of the high quality of education in educational institutions through monitoring, which is capable of providing a comprehensive and systematic nature of the study. The types and goals of the training monitoring, organizational and methodological approaches to its implementation, as well as the principles and stages of monitoring were studied in detail.

It is determined that monitoring does not act as a universal tool, but its effective organization, which will meet the existing conditions, and the adequate application of its results give to a significant improvement in the quality of the educational process. The article reveals the relationship between the monitoring of education and the process of managing the higher education system, examines the similarities and differences between the monitoring and control of education and educational institutions.

In conclusion, the author gives solutions to possible problems in the implementation of the monitoring process in assessing the quality of education. At the same time, it points to the need for an integrated assessment, which will help more effective monitoring, thereby improving the quality of education.

Keywords: monitoring, quality of higher education, educational services, higher education.

МОНІТОРИНГ ЯК ЗАСІБ ДОСЯГНЕННЯ ЯКОСТІ ВИЩОЇ ОСВІТИ УКРАЇНИ

Анотація. Розглянуто систему вищої освіти України: досягнення якості освіти та надання освітніх послуг вищими навчальними закладами. Важливим процесом для досягнення якості є моніторинг. Проаналізовано поняття та компоненти моніторингу як одного з інструментів управління системою вищої освіти на макро- та мікрорівні.

Визначено, що моніторингові технології в системі освіти мають великі можливості, однак недостатньо враховано його безпосередній вплив на ефективність якості освіти.

Окреслено напрями для досягнення основних параметрів високої якості освіти в навчальних закладах за допомогою моніторингу, який здатний забезпечити комплексний та системний характер дослідження. Детально вивчені види і завдання навчального моніторингу, організаційно-методичні підходи до його проведення, а також принципи і етапи.

Визначено, що моніторинг не є універсальним засобом, але його ефективна організація, що відповідатиме існуючим умовам, і адекватне застосування його результатів сприятиме суттєвому підвищенню якості освітнього процесу.

Розкрито зв'язок моніторингу освіти і процесу управління системою вищої освіти, а також схожість і відмінність між процесом моніторингу, контролем освіти і навчальних закладів.

Запропоновано шляхи вирішення можливих проблем при впровадженні процесу моніторингу в оцінку якості освіти. При цьому визначено необхід-

ність проведення комплексної оцінки, яка буде сприяти більш ефективному проведенню моніторингу, тим самим підвищуючи якість освіти.

Ключові слова: моніторинг, якість вищої освіти, освітні послуги, вища освіта.

МОНИТОРИНГ КАК СРЕДСТВО ДОСТИЖЕНИЯ КАЧЕСТВА ВЫСШЕГО ОБРАЗОВАНИЯ УКРАИНЫ

Аннотация. Рассмотрена одна из актуальных тем в системе высшего образования Украины — достижение качества образования и предоставление образовательных услуг высшими учебными заведениями. Важным процессом для достижения качества является мониторинг. Проанализированы понятия и компоненты мониторинга одного из инструментов управления системой высшего образования на макро- и микроуровне.

Определено, что мониторинговые технологии в системе образования имеют большие возможности, однако недостаточно учтено его непосредственное влияние на эффективность качества образования.

Очерчены направления для достижения основных параметров высокого качества образования в учебных заведениях с помощью мониторинга, который способен обеспечить комплексный и системный характер исследования. Подробно изучены виды и задачи учебного мониторинга, организационно-методические подходы к его проведению, а так же его принципы и этапы.

Определено, что мониторинг не выступает как универсальное средство, но его эффективная организация, которая будет отвечать существующим условиям, и адекватное применение его результатов способствует существенному повышению качества образовательного процесса.

Раскрыта связь мониторинга образования и процесса управления системой высшего образования, а также сходства и отличия между процессом мониторинга, контролем образования и учебных заведений.

Предложены пути решения возможных проблем при внедрении процесса мониторинга в оценку качества образования. При этом указывается необходимость проведения комплексной оценки, которая будет способствовать более эффективному проведению мониторинга, тем самым повышая качество образования.

Ключевые слова: мониторинг, качество высшего образования, образовательные услуги, высшее образование.

Problem statement. One of the separate issues that is currently insufficiently solved is the creation of a quality management system at a higher education institution, because according to the conditions for the cre-

ation of a single European educational space, the educational institution is responsible for the quality of educational services. Particularly urgent is the problem of assessing the quality of the educational process by monitor-

ing the effectiveness of the educational activities of the institution of higher education. For a modern educational system, the quality problem becomes of the highest relevance. In addition, the quality of education primarily determines the characteristics of the result of study in a higher education institution, fixes changes in the system of professional knowledge and skills of students during the passage of all stages of the educational process, from the initial to the final level of study of the discipline. It should be noted that the quality of education is inextricably linked with the problem of monitoring research.

Analysis of recent publications on research issues. In recent years, considerable attention has been paid to improving the quality of higher education. Thus, G. Shrikanthan and others talk about the need to develop a coherent model of higher education quality [1]. Various aspects that affect the quality of education are considered by E. van Kemenade et al. [2]. Considerable attention is paid to the various processes used to assess the quality of education and monitoring as an instrument for this. J. Lyotard emphasizes that education is an institutionalized, that is, formal, process, on the basis of which society transmits values, skills and knowledge from one person, group, community – to others [3].

If we consider such concepts as “quality of higher education” and “monitoring the quality of education”, it should be noted that they did not find their final definition in pedagogical theory and practice. This is evidenced by the results of the theoretical analysis of scientific-pedagogical,

methodological, journalistic and information sources of information, where practitioners and theorists do not see a single consensus on the interpretation of “monitoring the quality of education”.

In order to reveal the essence of the definition of “monitoring the quality of education”, in our opinion, it is necessary to define the concept of “quality of education” in the context of higher education. This moment will establish the relationship between the above concepts and develop a rational and comprehensive system of indicators and criteria in order to determine the quality of higher education as an object of evaluation, since it will reflect all its aspects and components.

Purpose of the article. The purpose of the article is to analyze the concept of monitoring the quality of education, as well as the main methods and directions of using the monitoring process for the development of higher education in Ukraine.

Presenting the main material of research. The quality of educational activities serves as a set of characteristics of the system of higher education and its components, which determines its ability to meet the established and predicted needs of an individual and society as a whole. Today, we see that, together with the formation and development of the European educational space, the issues of the quality of higher education become topical. However, according to some experts, the positions of the European educational space on the issues of ensuring the quality of higher education in the text of the Bologna Declaration are not clearly defined.

To determine the quality of educational services, and, with this, the work of the quality management system itself at the institution of higher education, conducts monitoring research. Monitoring provides information management. If students conduct evaluation of the organization of the educational process, the activities of teachers, the very fact of monitoring provides management activities. Knowing the results, the teachers adjust their activities in accordance with the criteria for which the evaluation was carried out [4].

That is why, in our opinion, an important point in determining the quality of education in an educational institution is monitoring. This leads to the need to reveal the essence of the concept of “monitoring the quality of higher education.”

As a result of the theoretical analysis of scientific and pedagogical sources, it should be noted that there is a sufficient diversity of approaches to the concept of “monitoring the quality of education”. Understanding the word “monitoring” has a number of definitions and is used not only in education.

In particular, in the pedagogical literature, synonyms such as “control” and “diagnostics” are used for the word “monitoring”. As a result of the analysis we can conclude that it is necessary to distinguish these concepts [5].

A number of scientists consider control as one of the functions of management, which is aimed at three tasks: the detection of deviations of the actual results of management from the predicted, clarification of the reasons for the difference between the goal and results of management and the definition

of the content of regulatory activity to reduce the occurrence of deviations. When control is part of the management cycle, it is aimed at organizing the implementation of the work plan and its purpose. As a result, the control is situational in nature and is short in time space. The link between control and microelements of the educational system is monitored when monitoring is related to the functioning of the whole system. Prior to planning and decision making, monitoring is required [6].

It should be noted that monitoring, in our opinion, is a broader concept compared to control, which covers both diagnostic studies and control measurements and analyzes. When diagnosing, we find out all the circumstances of the movement of the educational process and determine its results. And with control, more attention is drawn to the object in a state of stable functioning. Generally are two basic types of control: control results, ie what has been done with the target remaining unfulfilled and what results were obtained, and the control process that helps detect possible abnormal activity and the level of rational activity and its temporal characteristics.

Summarizing the above, we note that monitoring allows for the optimal combination of control and process results. In addition, monitoring involves analysis, diagnosis, regulation, programming, design and problem-solving. Through monitoring, not only the process and its result are studied, but also the project of new activity is being created at the present stage of development of the system of higher education and the possibilities of higher educa-

tion institutions are considerably expanded.

In fact, monitoring is identified with the system of collecting and analyzing relevant information, while it is important to understand the requirements that are put forward for information. Monitoring provides research that focuses on the main parameters of an educational institution. When conducting monitoring studies it is necessary to store results and accumulate a data bank. However, this can not be done without informational support, therefore the development and application of the information system should be considered as an integral part of the main task of implementing the quality system of higher education institution [7].

The main task of the information system is to support the quality system, to increase the efficiency and effectiveness of its functioning, in order to ensure a high level of satisfaction of all stakeholders in the activities of the institution of higher education. Such a system has a positive effect on the improvement of both educational and financial and economic indicators. The implementation of the information system requires the support of senior management and the relevant resources of the institution of higher education. Today in our country a universal model of the information system for maintaining the quality system of educational institutions is used, it is a three-level system and consists of a documentation management system, database management system and knowledge management system.

In order to maintain a system for monitoring the quality of education, a clear distinction needs to be drawn

between responsibilities and powers. The method of developing and implementing monitoring of the quality of education in an educational institution can also be used in organizations for another profile and type of activity, as the organization has a direction for continuous improvement of the kind of activity, providing a systematic approach, stimulating the introduction of innovative technologies and improving the level of satisfaction of educational services consumers.

According to scientists, monitoring is aimed at achieving the main parameters of an educational institution and has the status of research, rather than acting as a means of empirical gathering of materials. It provides a comprehensive, systemic character and creates conditions for planning. In order to conduct monitoring studies, it is necessary to develop a methodology, that is to define the necessary methods and tools, in particular questionnaires, questionnaires, interviews, interviews [8].

Turning to the differences between monitoring and control, it is worth noting that during the monitoring study there is a repetition over a certain period of time and one object is investigated. At the same time, it is necessary to develop a concept that should include the strategic goal, objectives, research objectives and problems with a number of questions and answers that can be obtained through the developed methods. Therefore, it can be argued that monitoring is needed to collect data about a particular research object and is repeated over time.

It should also be noted that the monitoring relationship with the culture of evaluation, the compliance of its

procedures with the culture of evaluation, as it is an important condition for monitoring effectiveness.

The culture of evaluation can be characterized by the following indicators:

- availability of clear criteria for evaluation;
- development of evaluation procedure;
- the presence of qualified experts;
- clear forms of fixing information during monitoring;
- timing characteristics of the evaluation are developed;
- clear linkage of evaluation with decision making.

During monitoring, there is a continuous or periodic monitoring of the environment in order to prevent unwanted deviations from the main parameters under study. Monitoring is systematic in nature and preventive.

Under educational monitoring, we can understand the system of collecting, preserving, processing and disseminating information about the activity of the pedagogical system, which ensures continuous monitoring of its condition and development forecasting. Speaking about monitoring in the education system, it should be noted that this is aimed at organized, targeted, systematic monitoring of the quality of education, which allows to detect deviations from the state standards and the level of satisfaction of educational needs of the population [9].

In our view, monitoring of the quality of higher education involves regular, specially organized systematic monitoring of the quality of higher education, that is, educational services provided by higher education institutions,

as well as activities of quality management systems in this higher education institution.

After the theoretical analysis of scientific and pedagogical sources of information, one can determine the following monitoring functions, such as: diagnostic, informational, analytical, evaluation, stimulating, motivational, controlling, prognostic, corrective.

Depending on the monitoring procedures, the type of monitoring determined by the tasks, goals, various procedures and semantic features is determined.

Yes, you can distinguish the following types of monitoring:

- Strategic, tactical and operational, in accordance with the scale of the goals and objectives of the educational affairs;
- entrance or selective, educational or variable, outgoing or final, depending on the stages of training;
- retrospective, precautionary, fluid, compared with the time scale;
- one-time, periodic, systematic, according to the frequency of procedures;
- local, selective, continuous, taking into account the scale of the object of observation;
- Individual, group, frontal, depending on organizational forms;
- external or social, mutual control, self-examination, if involved analytical procedures in the context of subject-objective relations;
- standard, non-standard, matrix, when applied tools;
- local, modular, systemic, during large-scale innovation.

It should be noted that the purpose of monitoring is to improve the efficiency of the system, especially the

efficiency of the institution of higher education, due to the improvement of the quality of educational services provided by the institution.

Accordingly, educational monitoring is the following: tracking the dynamics of the quality of educational services and monitoring the effectiveness of quality management of education in an educational institution. Depending on this goal, the following tasks can be formulated:

- permanent supervision of the state of higher education and receipt of operational information about it;
- timely detection of changes and deviations that can be taken into account in the system of higher education and the factors causing these changes;
- prevention of negative trends;
- realization of forecasting of development of the basic processes at the institution of higher education;
- assessment of the completeness and effectiveness of the implementation of methodological provision of education.

The basic principles of educational monitoring should include: the principle of scientific, professional compliance, continuity, integrity. And in order to carry out educational monitoring it is necessary to observe general and organizational-methodical requirements. Thus, among the general requirements distinguish systematic, objectivity, accuracy, sufficiency, completeness, reliability, optimality, structuring, generalization, efficiency, accessibility, accounting psychological and pedagogical peculiarities, humanistic orientation [10].

If you apply organizational and methodological requirements for moni-

toring, you need to pay attention to the following:

- monitoring should be carried out with a limited and constant set and a form of indicators during the established period;
- Indicators should capture the phenomena of the educational process, which are already sufficiently studied scientifically and can adequately reflect the quality of education;
- Indicators should be of assessment nature;
- at least once a year you need to adjust the set of indicators that are used;
- the results of monitoring do not allow repressive measures, but only the nature of incentives for teachers in their professional activities.

Regarding the monitoring approach, it should be noted that there is no single approach to the number and names of its stages. In the pedagogical literature the following stages are defined:

- preparatory, that is, finding out the purpose, determining the object, setting the time of observation, interviewing, testing, questioning, observation, control of diagnostic sections;
- Analytical, which includes the analysis and systematization of information received, the development of recommendations and proposals for the next period, the formation of conclusions.

A number of other scientists distinguish the following stages of the monitoring process:

- normatively-established, during which determines the purpose and tasks of pedagogical monitoring, the main indicators and criteria, means of achieving real indicators of the research object;

- analytical, which includes the collection of information using selected methods, quantitative and qualitative processing of the results, development of pedagogical diagnosis;

- Diagnostic, which includes an analysis of the results of the work performed, the definition of the real level of achievements of the monitoring object, its comparison with the normative indicators, information about the results of the organization and monitoring;

- prognostic, predicts further trends and opportunities for the development of the object under study, development of a plan for pedagogical corrective actions;

- active-technological, which carries out the correction of the pedagogical process.

In our opinion, it is precisely these stages of monitoring that clearly describe the procedure for monitoring.

Conclusions and prospects for further research. Summarizing the above, one should say that the quality of education, and especially higher education, arose in connection with the accession of our state to the European educational area. It has become known that the definition of the quality of higher education is linked to special procedures, the creation of new institutions, the purpose of which should be a public assessment of the quality of educational services to be provided. At each educational level – a national, regional, higher education institution level, systematic and systematic study of the quality of educational activities is required.

Thus, during the analysis of theoretical material it was established that

today there is no single approach to defining the definition of “monitoring the quality of education”. To implement the monitoring tasks, it is necessary to develop scientific and practical tools. The most rational methods for solving such problems are survey method, expert evaluation, observation, studying of documentation.

Among the indicators of the quality of education can be identified university level, institute (faculty) level and indicators of the quality of education at the cathedral level. The structuring of the work of higher education institutions and the effectiveness of the management system should form the basis for assessing the quality of the institution’s work in general. Assessment of the quality of the educational process should determine the quality of the curriculum, plans, schedule of classes, the composition of scientific and pedagogical workers and students.

In assessing the quality of research activities, it is necessary to pay attention to the assessment of the qualitative composition of research workers, the qualitative use of funds allocated for research.

In order to determine the comprehensive assessment of the quality of educational services, it is necessary to take into account the opinion of three parties: students, young graduates and employers who will be direct managers. The result of the integrated assessment will be the calculation of the integral indicator, that is, the level of quality of educational services, which will be calculated as the root of the third stage of the three indicators, which reflect the independent assessment of the direct consumers of specific products.

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DIGITIZING OF STRATEGIC COMMUNICATIONS FOR AN EXAMPLE OF IMPLEMENTATION OF REFORMS

Abstract. In order to increase the effectiveness of reforms in the information society, digital platforms need to be used. Digitization of strategic communications will provide wider opportunities for participants in communication processes.

The task is set to justify the role of digitalization of strategic communications in the implementation of reforms in Ukraine.

According to the results of the 2017 study on several reforms, from 16 % to 37 % of citizens know and support change, from 30 % to 48 % know and do not support certain reforms. The proportion of citizens who do not have information on reforms ranges from 22 % to 47 %. The use of strategic communications will improve information and influence the attitude of citizens towards reform. In this case, we are considering the use of digital formats of strategic communications. Under digital formats we will understand, in particular, the e-platforms, within which the public authorities operate information that affects the reaction of stakeholders.

The task for strategic communications will be to engage support groups of influence; more effective use of digital platforms for intensification of communication; coordination of reports of public authorities. Digitalization of strategic communications is manifested in the use of e-resources for the organization of interaction between government, citizens and business, and increasing the effectiveness of the state mechanism for social development.

Digitalization of strategic communications in public administration is seen as the expansion of the potential of strategic communications through the use of information and communication technologies and tools. The use of a digital approach in strategic communications (e-resources to discuss the progress of reforms, evaluation of results, surveys, etc.) significantly intensifies communication processes and encourages more active stakeholder participation.

Keywords: strategic communications, reform, digitalization, national target, influence, digital platforms, e-resources.

ЦИФРОВІЗАЦІЯ СТРАТЕГІЧНИХ КОМУНІКАЦІЙ НА ПРИКЛАДІ РЕАЛІЗАЦІЇ РЕФОРМ

Анотація. Для підвищення ефективності реформ в умовах інформаційного суспільства необхідно використовувати цифрові платформи. Цифровізація стратегічних комунікацій забезпечить ширші можливості для учасників комунікаційних процесів.

Постає завдання обґрунтувати роль цифровізації стратегічних комунікацій у здійсненні реформ в Україні.

За результатами дослідження 2017 р. щодо кількох реформ від 16 % до 37 % громадян знають і підтримують зміни, від 30 % до 48 % знають і не підтримують певні реформи. Частка громадян, які не мають інформації про реформи, складає від 22 % до 47 %. Використання стратегічних комунікацій покращить інформування і вплине на ставлення громадян до реформ. У даному разі розглядаємо застосування цифрових форматів стратегічних комунікацій. Під цифровими форматами розумітимемо зокрема е-платформи, в межах яких органи публічної влади оперують інформацією, що впливає на реакцію стейкхолдерів.

Завдання для стратегічних комунікацій полягатиме в залученні підтримки груп впливу; ефективнішому використанні цифрових майданчиків для інтенсифікації комунікації; координації повідомлень органів публічної влади. Цифровізація стратегічних комунікацій виявляється у застосуванні е-ресурсів для організації взаємодії влади, громадян і бізнесу, підвищення ефективності роботи державного механізму для досягнення суспільного розвитку.

Цифровізація стратегічних комунікацій у публічному управлінні розглядається як розширення потенціалу стратегічних комунікацій за рахунок використання інформаційно-комунікаційних технологій та інструментів. Застосування цифрового підходу у стратегічних комунікаціях (е-ресурси для обговорення ходу реформ, оцінювання результатів, опитування тощо) значно інтенсифікує комунікаційні процеси і сприятиме активнішій участі зацікавлених сторін.

Ключові слова: стратегічні комунікації, реформування, цифровізація, національна мета, вплив, цифрові платформи, е-ресурси.

ЦИФРОВІЗАЦИЯ СТРАТЕГИЧЕСКИХ КОММУНИКАЦИЙ НА ПРИМЕРЕ РЕАЛИЗАЦИИ РЕФОРМ

Аннотация. Для повышения эффективности реформ в условиях информационного общества необходимо использовать цифровые платформы. Цифровизация стратегических коммуникаций обеспечит более широкие возможности для участников коммуникационных процессов.

Стоит задача обосновать роль цифровизации стратегических коммуникаций в осуществлении реформ в Украине.

По результатам исследования 2017 г. по нескольким реформам от 16 % до 37 % граждан знают и поддерживают изменения, от 30 % до 48 % знают и

не поддерживают определенные реформы. Доля граждан, не имеющих информации о реформах, составляет от 22 % до 47 %. Использование стратегических коммуникаций улучшит информирование и повлияет на отношение граждан к реформам. В данном случае мы рассматриваем применение цифровых форматов стратегических коммуникаций. Под цифровыми форматами предлагаем понимать в частности электронные платформы, в пределах которых органы публичной власти оперируют информацией, влияющей на реакцию стейкхолдеров.

Задача для стратегических коммуникаций заключается в привлечении поддержки групп влияния; эффективном использовании цифровых площадок для интенсификации коммуникации; координации сообщений органов публичной власти. Цифровизация стратегических коммуникаций проявляется в применении электронных ресурсов для организации взаимодействия власти, граждан и бизнеса, повышении эффективности работы государственного механизма для достижения общественного развития.

Цифровизация стратегических коммуникаций в публичном управлении рассматривается как расширение потенциала стратегических коммуникаций за счет использования информационно-коммуникационных технологий и инструментов. Применение цифрового подхода в стратегических коммуникациях (э-ресурсы для обсуждения хода реформ, оценка результатов, опросы и т. д.) значительно интенсифицирует коммуникационные процессы и будет способствовать активному участию заинтересованных сторон.

Ключевые слова: стратегические коммуникации, реформирования, цифровизация, национальная цель, влияние, цифровые платформы, э-ресурсы.

Problem statement. The implementation of reforms in Ukraine takes place in parallel with the digital transformations. These two processes are mutually interconnected: the reforms involve the transfer of work with information in digital format, and digital platforms contribute to a wide range of reforms. Reformation is a process in whose results the whole society is interested, hence it is the goal at the national level that should be understood and expected by the majority. To achieve such goals, the strategic communications are used that in the information days require rethinking in the direction of digitization. The use of

digital technologies will provide wider opportunities for the participants in the communication processes, in this case, public authorities as reformers, and society as parties who are interested in positive change.

The analysis of recent researches and publications. As a result of the reforms in 2017, the macroeconomic stability was preserved, transitioned to the phase of economic growth, and the best indicators were achieved in reforms in health care, pension, and educational spheres. Among the main priorities for 2018 is the fight against corruption; privatization and effective management of the state-owned en-

terprises, improvement of the business climate, infrastructure modernization, energy sector reform, preparation for land reform, development of innovations, etc. [1].

The role of the strategic communications in implementing these goals is conditioned by their characteristics. Generally accepted formulation of the strategic communications is not proposed. We can rely on the definition of American researcher Christopher Paul. Under strategic communications he proposes to consider concerted actions, messages, images and other forms of participation to inform, influence, in order to convince the target audience in support of the national goals [2]. Based on the subject matter of our article, the named forms of communication should be considered through the prism of the digital embodiment.

Among the scientific studies on the topic of the strategic communications are the well-known works of Paul Cornish, J. Lindley-French, Claire Yorke [3], S. Tatham [4], where, in particular, their main components are analyzed. William M. Darley [5], in his publication, gives an overview of the possibilities for the strategic communications for international politics from the point of view of national security.

The Ukrainian studies have been certified by the books of G. Pochepstov, [6], by the dictionary of T. Popova and V. Lipkan [7], by the articles of A. Barovska [8], M. Ozhevan [9], D. Dubov [10], T. Chernenko [11], O. Kushnir [12], a manual for civil servants by D. Konyk [13] and others.

The domestic researchers have not yet offered a focused study of the importance of digitalizing the strategic

communications in the implementation of reforms.

The purpose of the article is to propose the definition of the digitalization of the strategic communications, as well as to substantiate the role of the digitalization of the strategic communications in the implementation of reforms in Ukraine.

Presentation of the main material. The prerequisites for the strategic communications in the public administration have been formed with the signing of the Roadmap of the Partnership for Strategic Communications between Ukraine and NATO [14]. The new wording of the Military Doctrine of Ukraine fixed the definition of the strategic communications.

In this case, we are considering the use of digital formats of the strategic communications to advance reforms. Under digital formats we will understand, in particular, the e-platforms within which the public authorities operate information that affects the reaction of stakeholders.

According to the 2017 study “Five Government Reforms: How to Obtain Public Support”, the following results were obtained:

- pension reform – know and support 36 %, know and do not support – 42 %;
- land reform – 23 % and 48 % respectively;
- medical reform – 31 % and 39 % respectively;
- education reform – 37 % and 30 % respectively;
- privatization reform – 16 % and 37 % respectively.

At the same time, the proportion of the citizens who have not heard of the

above-mentioned reforms ranges from 22 % to 47 %, depending on the concrete reform [15].

An important part of this survey is also that the leaders of opinion have been identified, which the citizens listen to on a certain reform. For example, the most effective communicator in the field of reform for education stakeholders was experts and scientists – 41 %. In the perception of any reform the public authorities are not defined as a source of trust. To a certain extent, when discussing the land reform the citizens are interested only in the opinion of local deputies and village heads – 12 %.

Another poll shows a negative perception of the public authorities regarding reforms: 38 % of the citizens regard the government as barriers to reform, and 36 % – the President.

At the same time, positive trends are also emerging: the most persuasive leaders of reforms consider the President – 28 %, the government – 25 % of the citizens [16].

All of the given data allow us to formulate the thesis that the main influence on the formation of citizens' opinion about the advancement of reforms initiated by the authorities is carried out by other participants in communication processes, and the authorities in the perception of the citizens are in a double position.

The task for the strategic communications in public administration is to: 1) get support from groups of influence; 2) more efficient use of the digital platforms for intensifying the communication with the target audiences; 3) coordinate the reports of the public authorities of different origins: in information, virtual and physical spaces.

At the same time, the authorities should position their activities both as the initiation of socio-economic transformations, and as facilitating the activities of the players involved in the reform.

Significant influence of the strategic communications in a digital format may be reflected in the process of taking into account the interests of the individual target groups. The strategic narratives should be designed in such a way that the citizens noticed the benefits of a closer circle (updating the need for positive changes at lower levels rather than operating on concepts of the public benefit).

The strategic communications are expanding the e-governance toolkit (creating issues for e-polls, rating, assessing the progress of reforms, etc.).

The digitization of the strategic communications is manifested in the use of e-resources to organize the interaction of power, citizens and business, improving the effectiveness of the state mechanism for the achievement of social development.

In these processes the digital technologies provide for the first time the implementation of the technical and organizational stages, and the strategic communications are aimed at the development and delivery of meanings.

Barriers to the implementation of reforms can be set, among which the foreign researchers call the following: weak political support; the inability of the coalition supporters to overcome the resistance of the opponents; confrontation of middle-level public servants; rejection of changes in public opinion that sometimes leads to protests [17].

The solution to these and similar problems is possible, in particular, with the digital participation of the authorities in the processes in the form of strategic communications.

The functional capabilities of the digital strategic communications tools seem quite sufficient to overcome these challenges. For example, the “Digital Ukraine” initiative was launched in 2014 that aimed at implementing several projects to improve the efficiency of public administration. These are open data, e-procurement, e-circulation and e-petition, e-government, cryptography, e-services, cloud technologies [18].

Evidence of the potential of digital support for reforms can be considered e-resources with a rather versatile reformist functionality.

Discussion of the need for reform. Places for discussion can be e-forums created on the sites of the public authorities, public organizations, pages on social networks. This is an effective e-democracy tool that allows the citizens to: learn about the direction of the reforms, the planned results, terms, types of stakeholder participation, challenges associated with the proposed changes, etc. We will refer to the characteristics of e-forums: scope of discussion (number of involved); the speed of information exchange by the participants; efficiency in responding to actual events; the possibility of providing links to useful resources; comparing the opinions of all the participants in the discussion to develop their position; introduction to topics that were not the focus of attention, but may become important.

Among examples of the use of this tool, we present the site “Decentralization of Power” (decentralization.gov.ua). This resource is devoted to highlighting the experience of decentralization reform, has a page “Forum for the United Territorial Communities” and the section “On the Reform” where an e-discussion is organized.

Monitoring the implementation of reforms. Tracking the course of reforms can take place in two main areas that we can conditionally define as public and state.

The first area involves the attention of the citizens and requires the availability of such electronic tools that would be convenient and understandable for use by a wide audience. These tools should, for example, visualize the data (infographics, charts, tables), contain tips for the user. This category includes resources examples of which are given below.

Indices. iMoRe (Reform Monitoring Index); Reformometer.

Ratings. Doing Business – A World Bank project that can track the movement of entrepreneurship reforms.

E-poll. Ratingpro.org – the information-analytical center among which the monitoring and research of the social relations, social, economic and political processes is declared. The project office of the National Council for Reforms (reforms.in.ua) publishes an e-survey that is carried out by the research company TNS on its request.

Open data sets. Data.gov.ua – a resource that allows the citizen himself to draw conclusions about socio-economic phenomena due to the accessible format of information on the activities of the authorities.

The second area involves the vision of specialists, managers, politicians responsible for implementing reforms and may include reports, conference materials, political proposals, analytical notes, etc. In this case, it is important not the form of data display, but the use of the information technology for the preparation of documents: processing information, identifying trends, building models of development. An example is the website of the National Council for Reforms (reforms.in.ua) where the section “Monitoring Progress of Reforms” functions.

Decisions in this area are taken at the level of the public authorities. At the same time, participation of other stakeholders should be taken into account through public discussions, direct lines, and the participation of the state representatives in e-forums. Public statements are also possible through e-consultations, e-petitions, e-referrals, and social networking pages.

Expert assessment. Based on the potential of e-tools (for example, collection, processing, presentation of data), the expert reasonably presents his vision of the transformation processes. Below are examples of such resources.

Reanimation Package of Reforms – (rpr.org.ua). This structure is positioning itself as the focal point for 68 non-governmental organizations and 23 expert groups that develop, promote and control the implementation of reforms.

National Team of Experts on Higher Education Reform – HERE (Higher Education Reform Experts) (erasmusplus.org.ua) – the European Commission’s initiative is aimed at supporting

the modernization of the higher education systems in Erasmus+ partner countries.

Strategic Advisory Group on Health System Reform in Ukraine (healthsag.org.ua) – created by the order of the Minister of Health of Ukraine.

The project “Supporting Reforms in the Field of Justice in Ukraine” – (justice-reformukraine.eu/uk). Implemented with the financial support from the European Union.

Project Office of Reforms of the Ministry of Defense of Ukraine (defense-reforms.in.ua) – advisory and consultative body created by the order of the Minister of Defense of Ukraine.

Conclusions. We can offer the following definition of digitalization in the context of the topic of this article. Digitization of the strategic communications in the public administration is the expansion of the potential of strategic communications through the use of information and communication technologies and tools in order to increase the attraction of the target audiences to achieve the goals at the national level.

In the process of implementing reforms, the public authorities are forced to solve problems caused by their rejection. This requires additional efforts to implement the socio-economic changes in the society. The use of the digital approach in the strategic communications (e-resources to discuss the progress of the reforms, evaluation of results, surveys, etc.) significantly intensifies the communication processes and promotes more active stakeholder engagement.

Perspective is the study of the separate technologies of the use of the

digital platforms of strategic communications on the example of concrete reform.

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CRISIS OF THE EFFICIENCY OF PUBLIC ADMINISTRATION: THEORY AND PRACTICE

Abstract. The article discusses the question that time-tested public administration mechanisms lose their relevance gradually, there is a deligitimation of the traditional system of relations between state administration and civil society, as well as revision of the terms of the social contract between states and civil society, taking into account the requirements of the present time. Proceeding from the fact that the epoch of “great governments” is coming to an end, the problems of de-bureaucratization of state administration, the search for a new model of state power with significantly limited functions and power-administrative powers are becoming more urgent.

Considering Ukraine through the prism of these transformation processes, it should be noted that with the attainment of independence, a process opposite to that which occurs in the developed countries of the world began, namely, the growth in geometric progression of a self-sufficient and uncontrolled neo-patrimonial bureaucracy. It is a question of the total expansion of state administrative structures into all spheres of public life with the aim of gaining full control over them, the verticalization of state administration, the de facto refusal to implement the principle of separation of powers, and, in recent times, the suppression of civil society through the use of force.

The main task of the political elite and public managers of different levels, according to the author, should be a moderate and wise use of achievements in the field of public administration in other countries, which have tested their effectiveness on their own experience. For example, the introduction of the elements of the “zero-based budgeting” system into the national public administration would create the opportunity to actually start the process of fighting corruption through, at least, through the reorganization of the activities of certain agencies on homogeneous functions.

Key words: public administration, civil society, efficiency crisis, zero-based budgeting, non-patrimonial bureaucracy, de-bureaucratization.

КРИЗА ЕФЕКТИВНОСТІ ДЕРЖАВНОГО УПРАВЛІННЯ: ТЕОРІЯ І ПРАКТИКА

Анотація. Дискутується питання про те, що перевірені часом механізми державного управління втрачають поступово свою актуальність, відбувається делігітимація традиційної системи взаємовідносин між державним управлінням та громадянським суспільством, а також переглянуто, з урахуванням вимог сьогодення, умови суспільного договору між державами та громадянським суспільством. Виходячи із того, що епоха “великих урядів” добігає свого кінця, як ніколи актуалізується проблематика дебіюрократизації державного управління, пошуку нової моделі державної влади зі значно обмеженими функціями та владно-розпорядчими повноваженнями.

Розглядаючи Україну кризь призму даних трансформаційних процесів, слід зазначити, що з набуттям незалежності розпочався процес прямопротилежний тому, який відбувається у розвинених країнах світу, а саме зростання у геометричній прогресії самодостатньої та безконтрольної неопатримоніальної бюрократії. Йдеться про тотальну експансію державних управлінських структур в усі сфери суспільного життя з метою отримання там повного контролю, вертикалізацію державного управління, відмову “де-факто” від реалізації принципу розподілу влади, а також (і це спостерігається останнім часом) придушення процесів формування громадянського суспільства із застосуванням силових методів.

Головним завданням політичної еліти та державних управлінців різних рівнів має бути помірковане та мудре використання здобутків у галузі дер-

жавного управління інших країн, які на власному досвіді апробували їх дієвість. Наприклад, запровадження елементів системи “бюджетування на нульовій основі” у вітчизняне державне управління, створило б можливість реально розпочати процес боротьби з корупцією через, принаймні, реорганізацію діяльності певних відомств з однорідними функціями.

Ключові слова: державне управління, громадянське суспільство, криза ефективності, бюджетування на нульовій основі, неопатримоніальна бюрократія, дебіюрократизація.

КРИЗИС ЭФФЕКТИВНОСТИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ: ТЕОРИЯ И ПРАКТИКА

Аннотация. Дискутируется вопрос о том, что проверенные временем механизмы государственного управления теряют постепенно свою актуальность, происходит делигитимация традиционной системы взаимоотношений между государственным управлением и гражданским обществом, а также пересмотр с учетом требований настоящего времени условий общественного договора между государствами и гражданским обществом. Исходя из того, что эпоха “великих правительств” подходит к концу, как никогда актуализируется проблематика дебіюрократизации государственного управления, поиска новой модели государственной власти со значительно ограниченными функциями и властно-распорядительными полномочиями.

Рассматривая Украину сквозь призму данных трансформационных процессов, следует отметить, что с обретением независимости начался процесс прямопротивоположный тому, который происходит в развитых странах мира, а именно рост в геометрической прогрессии самодостаточной и бесконтрольной неопатримоніальной бюрократии. Речь идет о тотальной экспансии государственных управленческих структур во все сферы общественной жизни с целью получения там полного контроля, вертикализация государственного управления, отказ “де-факто” от реализации принципа разделения власти, а также, и это наблюдается в последнее время, подавление процессов формирования гражданского общества с применением силовых методов.

Главной задачей политической элиты и государственных управленцев разных уровней, должно стать умеренное и мудрое использование достижений в области государственного управления других стран, которые на собственном опыте апробировали их действенность. Например, введение элементов системы “бюджетирования на нулевой основе” в отечественное государственное управление, создало бы возможность реально начать процесс борьбы с коррупцией с помощью реорганизации деятельности определенных ведомств с однородными функциями.

Ключевые слова: государственное управление, гражданское общество, кризис эффективности, бюджетирование на нулевой основе, неопатримоніальная бюрократия, дебіюрократизація.

Formulation of the problem. In the context of the globalization processes that have taken place in the world in the last decades, the problems of changing and modifying the state institutions and instruments, in particular, the government administration, taking into account the challenges of today, are updated. At present, there is a crisis of the democracy, even in those countries that are considered to be models of the democratic regimes. And it should be noted that the volume of the talks on this crisis is compounded each year because the existing state-legal regimes and forms of the government are ineffective in securing the public welfare through the proper performance of the state functions. In our opinion, such a situation is by no means a manifestation of the universal alarmism, and on the contrary, in a certain sense, there is a simplified idea of the higher crises that infiltrate all the state institutions in general, and the system of the government administration in particular.

Analysis of recent research and publications. The problem of the effectiveness of the government administration is fundamentally by such scholars as R. Acoff, I. Ansoff, J. Brennan, P. Bourdieu, J. Buchanan, E. Gray, T. Hebler, D. Halbright, K. Drur, R. Kaplan, M. Crozier, K. McConnell, D. North, D. Osborne, N. Owen, V. Pareto, P. Plastrick, H. Simon, L. Terry, L. Urvi, D. Foster, G. Eshurth, B. A. Binkin, V. I. Chernyak, V.N. Leksin, etc.

The purpose of the article is the general theoretical study of the world experience in the formulation of the main factors that imply the effectiveness of the implementation of the government administration and the de-

velopment of the ways to optimize the latter.

Presenting the main material. The issue of improving the quality of the state as a necessary, but not sufficient, essential feature, but also about the actual change in the type of the state, is the refusal of the administrative and bureaucratic model of the state “good governance” despite its functional efficiency on the state of the service type by analogy with the free access of Douglas Cecil North, an American economist, social philosopher, Nobel Prize winner in economics in 1993.

We propose, within the framework of our study, to take a few moments on the consideration of D. Norton’s position in the government administration. If summarized, published in 2009 by Douglass Cecil North, John Joseph Wallis and Barry R. Scheingast, “Violence and Social Orders: A Conceptual Framework for Interpreting Recorded Human History”, then to the countries that he relates to the rules of the free access, it is possible to identify the core of the country for which there are no doubts about their access to the free access (US, UK, and its historical dominions, Scandinavia, Benelux, France, Germany, Switzerland, Italy, Portugal), and the periphery is a country with respect to which such doubts still exist (Spain, Austria, Czech Republic, South Korea, Taiwan) [1];

- there are three types of social orders known in the history of mankind: the primitive order inherent in the prehistoric social organizations; the order of the restricted access, or the natural state that arose as a result of the Neolithic revolution; and, finally, the order of the free access that is formed in the

process of the modern scientific and technological revolution;

- the free access procedures include the twenty countries with the highest index of the democracy development Polity IV (also Polity IV Project) which is calculated through the concepts such as the competitiveness and openness of the rotation institutions; the existence of institutional restraints of the executive branch; the availability of the institutional channels of the free and equal political participation of the citizens [2];

- the essence of the order of the restricted access is the prevalence of the social relations based on the personal ties, privileges and social hierarchies, the selectivity in the application of the law, the double standards, and the protection of the property rights, that is, the state refers to the elites;

- the essence of the order of the free access is the domination of the impersonal relations, the rule of the law, the protection of the property rights, that is, refers to the state for all [3, p. 199–202].

- The surface analysis of the issues of the free access to the subject of their stability, in our view, we should pay attention to the following factors that you have in this sense of the negative impact, namely:

- first of all, the phenomenon of the “deep state” that was first formulated in 2014 by Mike Lofgren, reflected the exit of the bureaucracy from the political control, and was perceived as a hybrid merger of the government executives and financiers and industrialists higher echelons that carry out the effective management in the USA, despite the voters’ opinion, thus violating

the essence of the electoral process [4, p. 224]; its essence is reduced to the fact that there is a coordinated and hierarchically constructed structure of the government administrators that have unlimited influence on the formation of a state policy despite the existence of a democratically elected top government; according to Jason Royce Lindsey, the “deep state” is based on the unlimited impact of the intelligence services, which, having the ability to receive secret information, enables the state officials to which they are subject, to use it as “levers of influence” in the formation of the state policy [5, p. 35–36];

- a dramatic decrease in the electoral activity of the citizens; the crisis of the traditional system of the political parties;

- a radical change in the information space that creates all the possibilities for easy manipulation of the social consciousness, the so-called phenomenon of “post-truth”; by the way, this term was acknowledged the word of the year 2016 in the Oxford Dictionary, and under it is understood such a situation where the objective facts are less important for the formation of the public opinion than for appealing to emotions and personal beliefs; it is such a relation to the language, when it is not important how truthful or false is the fact, and the degree of the effectiveness is the priority [6]. For example, in the feature film *Wag the Dog* (1997) it was clearly demonstrated how the modern political technologists have mastered the skill of deceiving people; studying in depth the psychology of the society, skillfully and at their discretion, using the achievements of the modern

information technologies “play” with the society; the professionalism of the PR and image makers is a guarantee that each step and the word of a senior official are premeditated and aim to achieve a definite result; the basic principle of politics is who in time and more has lied, who better masked his lie, in one word, who better “packed” his lie – that “won”; the skill of distracting the electorate from everyday problems, shifting attention to more global problems (the best option – disasters, catastrophes) [7];

- the actual disappearance of the social classes and the excessive fragmentation of the social environment that complicates the intergroup communication and the formation of a nationwide political consensus [1].

Of course, one can stay in the position that the crisis of the democracy is the next stage in the formation of a new nation state, but the problem is quite serious, and that the changes taking place in the world to date concern the very basic principles of the paradigm of the state. Therefore, “turning a person away from the windows of the high-speed train of our time” can not become a wise strategy for those who plan to play painless important roles in the modern state reality [8, p. 103–113].

The fact that time-tested mechanisms of the government administration are gradually losing their relevance, the deligitiation of the traditional system of the relations between the government and the civil society, as well as the revision, taking into account the requirements of the present conditions of a social contract between the states and the civil society is taking place.

Proceeding from the fact that the era of “big governments” comes to an end, the problems of the de-bureaucratization of the government administration, the search for a new model of the state power with considerably limited functions and power and administrative powers are never updated.

Considering Ukraine through the prism of these transformational processes, it should be noted that with the advent of independence, the process began directly opposite to that taking place in the developed countries of the world, namely the growth in the geometric progression of a self-sufficient and uncontrolled non-patrimonial bureaucracy [9, p. 14]. In this case, the total expansion of the government administrative structures in all the spheres of the public life is meant in order to get complete control there, to upgrade the government administration, to refuse “de facto” the implementation of the principle of the distribution of the power, and, as is observed recently, to suppress the processes of the formation of the civil society through the use of the force methods.

But it is impossible to stop the course of the history. Therefore, all the political speculation about the alleged “mentality of the hired” of the Ukrainian people, the “genetic incapacity” of the nation for the implementation of the normal and full democratic forms of the government and self-government, and often and consciously anti-state statements in this key, and the political steps taken on the basis of these allegations, are able to slow down the historical state-political changes in the organization of the government administration in Ukraine for a while, but in

no way will it be inevitable to return them in the opposite direction, and, moreover, to stop.

All the political rhetoric based on this kind of pseudo-rights is doomed to a complete rejection and abruption, thereby increasing the “exclusion zone” between the state power and the civil society. For a long time to remain in such an unstable state-political state, the society is indomitable, the social discontent reaches the point of its bifurcation that, and this is only a matter of time, it will lead to a social explosion with consequences that are quite incomprehensible in accordance with the “butterfly effect”.

It should be noted that over the past several decades there has been a rethinking of the fundamental principles of the interaction between the state and the society which is essentially a modernized reincarnation of a liberal paradigm. The extreme liberal in the understanding of these relationships is Brian Doherty whose radical position is reduced to the fact that the technological evolution created a world that does not require any government, and the whole system of the government administration can be gradually eliminated, since the latter is a huge fiction due to which one tries to live at the expense of another [10, p. 4]. This position, despite its extreme anti-theatricalism, has the right to life, however, according to our belief, is now mostly emotional, since any society outside the state-organizational structure in the present day will be a priori deprived of the future. Therefore, we do not see the need to pay more attention to its study and description. Although, for the sake of justice, it should be noted that there was enough

supporters of this understanding of the relations between the state and the society. For example, such representatives of the School of Public Choice as Jams McGill Buchanan Jr. and Gordon Tullock, who, criticizing the rent seeking behaviour, expressed their opinion more leniently, emphasizing that the state, providing the state power to its officials, actually forces others to pay for their maintenance costs.

Recently, there is really a leveling of the authority of the state, a crisis of the faith in its ability to be an effective mechanism for ensuring the universal welfare. In our opinion, agreeing with A.V. Oblonsky, one can read in the following reading the main reasons that led to the emergence of such state nihilism, namely:

- an increase in the general level of the political consciousness and political culture of the population of the developed countries which caused the appearance of the conscious citizens of the fear that a strong and hierarchically constructed structure of the government administration must necessarily create the conditions for the emergence of totalitarianism in various forms of its manifestation;

- the apparent discrepancy between the classical state institutions and the methods of the government administration of the realities and challenges of the present; the lack of time to make the government administration decisions, the lack of prompt response to the events of the real reality, a number of administrative and management measures and related services compared to the private sector that are now perceived by the society as a new class as inferior;

- the powerful expansion of the bureaucratic ambitions that argued for the privileged position of their carriers that the state alone is a real and effective mechanism for ensuring the welfare is now in response to the current trends of the civil society [8, p. 148].

In the end, adding to the above mentioned the persistent corruption manifestations, the abuse of the office by the government, in some cases the immoral actions of the politicians and the state officials of the different levels, as well as their absolute inefficiency in ensuring the normal functioning of the state and the realization of the functions of the latter, there is a rapid fall trust in the state institutions, and, in particular, the authority and prestige of the government administration apparatus [11].

Let's pay attention to the fact that skepticism towards the government administration has not arisen today, and this process has been going on for quite some time, indicating this is the scientific position, namely:

- 1968 – *Dwight Waldo* – as a supporter of the humanitarian approach, criticizing the existing system of the public administration, did not speak at all to “put into the press” all the organizational mechanisms worked out for a long time, but insisted that adaptation of the capabilities of the bureaucratic organization are not yet fully exhausted, but the actual bureaucracy itself is a force that not only aims at achieving the profit and stability, but also changes in accordance with the requirements of the time. However, he insisted on the need for the radical changes in existing organizational structures (for example, the replacement of the perma-

nent organizations to the temporary, the relaxation of the formal hierarchical factors in the relationship between the specialists and the strengthening of the professional and ethical foundations of these relationships) [12, p. 56]. D. Waldo wrote about the crisis of the confidence in the government administration in terms of the identity crisis with an absolutely pessimistic assessment of the prospects for overcoming it [13].

Particularly noteworthy are the views of D. Waldo on the fundamental principles of the government administration, namely:

- the bureaucracy should be studied not through scientific management, but within the political sciences (the process of administration in the state apparatus is much more complicated than in business); there is no fundamental difference between the bureaucrats and the politicians, since both of them should serve the people; for the government administration not “efficiency” is important, but the conformity of the government-management activities of the Constitution and the national goals [14]; one of today's challenges is the conflict between the bureaucracy and the democracy; the basis of the conflict is as follows: the main task of the democracy should be to serve the people, not the scientific management and efficiency; the confrontation between the bureaucracy and the democracy can help protect the bureaucrats of the democratic values; the division of the politicians and the state officials is false; the state officials implement the value-defined policies in the existing state procedures and processes; it is not possible to carry out the government

administration on the principle of business; in the exercise of the government administration, the democratic values and the Constitution should be a priority [15].

- *since the 1970s* — a campaign under the so-called “rake of the political dirt” has been launched.

Daniel Ellsberg began exposing the backroom secrets in 1969, as an expert on Vietnam, he received the permission to work with the secret files, the so-called “Pentagon documents”, on the Vietnam War that contained insider information about the real motives and goals of the American high-ranking officials, as well as their attitude to the suffering and death of the civilians. In 1971, the copies of these documents were published by him (9 pages out of 7000) in the “Times” newspaper. After that, D. Ellsberg was arrested and transferred to the court, he was threatened with 115 years of imprisonment, but the methods of gathering evidences that obviously violated the human rights provoked massive public support actions, and, in the end, he was justified [16].

Subsequently, in 1972, the following “explosion” occurred — the Watergate, when Richard Milhous Nixon, the only one from all the presidents, instructed the special services to listen to the Oval Office (Presidential Office), which eventually led to his political collapse and resignation under the threat of impeachment. In a tense struggle for a second term reelection for the US president, he agreed with his assistants to plan to listen to the Democratic Party office leased in the fashionable residential complex “Watergate” in central Washington hoping to gather as much

information as possible about the tactical plans of the Democrats during pre-election race. The “Watergate” caused an extremely strong blow to the presidency, and its consequences were politically difficult and prolonged. The civil society was indignant at the edge of the country that under the oath of allegiance usually condemn ordinary scammers, and here it turned out to be the president himself from whom they expected to be an example of clear moral standards and an example of compliance with the laws. The impressions of events at the Watergate were reinforced by the defeat in the Vietnam War and disclosed information about its real course. Above, brutal abuse of the power and routine crime in higher echelons of the state power were committed [17]. It is worth noting that in the developed democratic society of America, the President Nixon faced impeachment not because of the penetration into the premises for the purpose of eavesdropping, namely for a lie and an impediment to the administration of justice.

- *1973* — *Vincent Ostrom* in his book “The Intellectual Crisis in American Public Administration” identified the government as a mechanism in which all the professional government officials are organically linked into a strong chain, and the citizens are assigned the role of “amateurs” that are entirely dependent on the “political rulers”; the domination of a developed bureaucracy turns a priori all the forms of the constitutional rule into identical fictions, and the only really important political reality is the bureaucracy [18, p. 28].

- *1977–1981* — *James Earl “Jimmy” Carter, Jr.*, the 39th President of the

United States. Since the 1960s, the state budget deficit has been recorded in the United States. The situation was complicated by the fact that, in addition to federal expenditures for current, mostly social, needs, it was necessary to pay interest on the external debt. The chronic deficits, coupled with ever-increasing debt, were used to raise constantly growing interest rates in the federal budget. The expansion of the bureaucracy from an economic point of view prevented the normal work of the government administration, and the obscene and poorly coordinated structure of the ministries and departments produced, as a rule, contradictory and mutually exclusive administrative and managerial decisions. Thus, and naturally, such eternal companions as corruption, bribery and other types of abuse by the authorities intensified against the backdrop of the total bureaucratization.

An attempt to overcome this disease was carried out by J. Carter, who was one of the first state officials to introduce the principle of “zero-budgeting”. The purpose of this system was to reduce the irrational expenditures and balance of the state budget. The bottom line was that every year the budget should be discussed from “zero”. Similarly, every state program must be re-examined. According to the principles of the “zero-budgeting”, the need for all the kinds of resources necessary for the realization of a program — human, material, financial, informational — first of all, it was necessary to carefully analyze the relevance of the program to the requirements of the modernity, the expediency of a certain goal and their degree possible implementation

without reference to the budget expenditures of the last year. After this, the head of the department had to combine all the information about the programs under his control into a one-page report on his activities which necessarily should indicate the priorities of the department [19, p. 60]. By the way, the head would also have to propose several alternatives to the program, as well as alternative methods for achieving the identified goals. The introduction of such a system made it possible to identify and minimize unnecessary costs that occurred year after year. In short, the “zero-budgeting” established a clear and transparent link between the budget funds and the results of the implementation of the state programs [20, p. 112–113].

However, it should be emphasized that the attempt to introduce such a system within the United States faces the problem of non-compliance with the principles of the latest state scale. After all, the “zero-budgeting” testing was conducted at the state of Virginia where the system was successful. But, for example, the annual review of the appropriations for the national programs turned out to be almost unrealizable, since the funding was made solely in accordance with the current legislation. Therefore, to introduce a system of “zero-budgeting” it would be necessary to amend the legislation in this part. J. Carter also faced the refusal of the heads of the structural divisions of some ministries to indicate in their applications the alternative levels of funding for numerous social programs, referring to the fact that the size of the assistance and the categories of its recipients were determined by special laws, and not by

the regulations of the relevant departments. Also, the administration of J. Carter was forced to abandon most of the requirements of the “zero-budgeting” because of the reluctance of the ministries, agencies, departments, commissions, committees and bureaux to include the alternatives to the programs with reduced funding [21].

Despite the fact that at the state level of the US J. Carter failed to actively use all the achievements of the system of the “zero-budgeting”, but such a step can fairly be considered innovative, considered as a moment of a new tendency in the management of the bureaucracy, as well as one from effective tools to reduce the irrational public spending.

Conclusions. Summarizing the above, I would like to agree with D. Norton to emphasize that any social institutions, including the state institutions, create the basic structures through which the society during its history managed to achieve order and increase its own stability. However, the fundamental institutional changes take place extremely slowly, because the institutions themselves are the result of the historical transformations, as well as the factor of the formation of the individual behavior of the subjects of the social relations. Here is the formula: the higher the institutional instability, the higher will be the cost of the maintaining the law and order and the welfare. Therefore, the in-depth analysis of the social processes provides an opportunity to assume that

- the political and state institutions can be stable only if the latter have support from the stakeholders in their stability;

- the successful implementation of the reforms is possible only with a total change in the institutional system;

- the modification of the norms of the behavior of the subjects of the public relations that legitimize and support the new laws is a process prolonged in time, but in the absence of such a stimulating mechanism, the government administration can not be implemented effectively and the state system is considered to be stable;

- in the short term, the authoritarianism is only possible for the economic growth in the state; otherwise, the prospect is long-term, and requires the creation of a regulatory framework

- even in the case of an unfavourable and unstable political situation, the economic growth in the state can be achieved by introducing the informal constraints in exceptional cases for short periods of time, etc. Therefore, agreeing with D. Norton, we can say that the effective political and state systems, and the system of the government administration, in particular, must be formed by the flexible institutional structures that are capable of satisfactorily enjoying the social shocks and changes that, in turn, is a powerful element of the successful state development. But here one should clearly understand that the formation of such systems is the result of a long process, since creating efficient systems, designed for the short-term perspective, people have not learned yet [22].

So, for Ukraine that has just started to form its own system of the government administration, it is absolutely superfluous to “create its own bicycle”. The main task of the political elite and state officials of the different levels

should be to moderate and wise use of the achievements in the field of the government administration of other countries that in their own experience have tested their effectiveness. For example, the introduction of elements of the system of the “zero-budgeting” in the domestic government administration, in our opinion, would provide an opportunity to really start the process of fighting the corruption through, at least, the reorganization of the activities of the certain agencies with similar functions. On the basis of the consolidation and association of the staff structures, it would become possible to increase allocations for most state programs, that until now has taken place automatically, when allocating funds for the next year added just a few percent to the actual last year’s estimates. Also, each state program, despite its experience and pre-allocation, should undergo a revaluation every year, and the new budget should be formed taking into account the change of the inflation index that will allow securing the state budget from the additional negative consequences, and the amounts laid down will be reasonable and realistic and will guarantee economic security and confidence in tomorrow. Lastly, the “zero-budgeting” would allow a significant reduction in the number of the state officials.

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STATE POLICY IN THE DEVELOPMENT OF ANIMAL HUSBANDRY IN UKRAINE

Abstract. Attention is focused on the relevance of the issue of accelerated political level of development of the state, updating the priorities and values of the political culture of the population of Ukraine. Typically, such innovation processes require the formation of new tasks of state policy in agricultural production. Research is based on the use of information resources, generalization of scientific developments of domestic and foreign scientists, personal observations. The purpose of the article is to determine the essence and theoretical approaches to the formation and implementation of state policy in the development of the livestock industry. The necessity of overcoming the crisis phenomena in animal husbandry, one of the leading branches of economic growth of production, requiring the appropriate influence of the state through the formation of public administration and the implementation of effective public policy. The essence of the state policy is defined, which is a set of forms, methods, principles and tools by which the state provides influence on the activities of livestock enterprises and the functioning of the market of livestock products.

It is proved that one of the directions of the state policy is the expansion of opportunities for livestock use of modern technologies for the production of new

types of high-quality livestock products. It is established that not only the socio-economic development of the state, but also the level of its food security depends on the existing problems in animal husbandry. Therefore, the state policy, with the help of the adopted state and political decisions, should regulate the constantly emerging human needs in animal products with the possibility of the state and society to meet them. Accordingly, the need to direct public policy measures to improve state support, which provides for the implementation, through funding from the state budget, innovative renovation and regulation of production activities of livestock enterprises. It is proposed to the Ministry of agrarian policy of Ukraine to develop measures of scientifically sound and effective state policy, which would ensure the development of competitive livestock in the domestic and foreign markets.

Keywords: country, public policy, animal husbandry, public administration, animal products, population, food security.

ДЕРЖАВНА ПОЛІТИКА У РОЗВИТКУ ТВАРИННИЦТВА УКРАЇНИ

Анотація. Акцентується увага на актуальності питання прискореного рівня політичного розвитку держави, оновлення пріоритетів та цінностей політичної культури населення України. Зазвичай такі інноваційні процеси потребують формування нових завдань перед державною політикою в аграрному виробництві. Дослідження базуються на використанні інформаційних ресурсів, узагальненні наукових розробок вітчизняних і закордонних вчених, особистих спостереженнях. Зазначено необхідність подолання кризових явищ у тваринництві, як однієї з провідних галузей економічного зростання виробництва, які потребують відповідного впливу держави шляхом формування системи державного управління та реалізації ефективної державної політики. Визначено сутність державної політики, що являє собою сукупність форм, методів, принципів та інструментів, за допомогою яких держава впливає на діяльність тваринницьких підприємств та на функціонування ринку тваринницької продукції.

Доведено, що одним з напрямів державної політики є розширення можливостей тваринництва для використання сучасних технологій з метою виробництва нових видів високоякісної тваринницької продукції. Встановлено, що від існуючих проблем у тваринництві залежить не тільки соціально-економічний розвиток держави, але й рівень її продовольчої безпеки. А тому державна політика за допомогою ухвалених державно-політичних рішень, повинна регулювати постійно виникаючі людські потреби у продуктах тваринного походження з можливістю держави і суспільства їх задовольняти. Відповідно вказується на необхідність спрямування заходів державної політики на покращення державної підтримки, яка передбачає здійснення, за рахунок фінансування із державного бюджету, інноваційного оновлення і регулювання виробничої діяльності тваринницьких підприємств. Запропоновано Міністерству аграрної політики України розробити заходи науково

обґрунтованої та ефективної державної політики, яка б забезпечила розвиток конкурентоспроможного тваринництва на внутрішньому та зовнішньому ринках.

Ключові слова: держава, державна політика, тваринництво, державне управління, тваринницька продукція, населення, продовольча безпека.

ГОСУДАРСТВЕННАЯ ПОЛИТИКА В РАЗВИТИИ ЖИВОТНОВОДСТВА УКРАИНЫ

Аннотация. Акцентируется внимание на актуальность вопроса ускоренного уровня политического развития государства, обновления приоритетов и ценностей политической культуры населения Украины. Обычно такие инновационные процессы требуют формирования новых задач перед государственной политикой в аграрном производстве. Исследования базируются на использовании информационных ресурсов, обобщении научных разработок отечественных и зарубежных ученых, личных наблюдениях. Указывается на необходимость преодоления кризисных явлений в животноводстве, одной из ведущих отраслей экономического роста производства, которые требуют соответствующего влияния государства путем формирования системы государственного управления и реализации эффективной государственной политики. Определена сущность государственной политики, представляющая собой совокупность форм, методов, принципов и инструментов, при помощи которых государство обеспечивает влияние на деятельность животноводческих предприятий и на функционирование рынка животноводческой продукции.

Доказано, что одним из направлений государственной политики является расширение возможностей животноводства для использования современных технологий с целью производства новых видов высококачественной животноводческой продукции. Установлено, что от существующих проблем животноводства зависит не только социально-экономическое развитие государства, но и уровень его продовольственной безопасности. Поэтому государственная политика, при помощи принятых государственно-политических решений, должна урегулировать постоянно возникающие человеческие потребности в продуктах животного происхождения с возможностью государства и общества их удовлетворять. Соответственно указывается на необходимость направления мероприятий государственной политики на улучшение государственной поддержки, которая предусматривает осуществление, за счет финансирования из государственного бюджета, инновационного обновления и регулирования производственной деятельности животноводческих предприятий. Предложено Министерству аграрной политики Украины разработать меры научно обоснованной и эффективной государственной политики, которая бы обеспечила развитие конкурентоспособного животноводства на внутреннем и внешнем рынках.

Ключевые слова: государство, государственная политика, животноводство, государственное управление, животноводческая продукция, населения, продовольственная безопасность.

Problem statement. The current crisis state of agriculture in Ukraine requires the intervention of the state in order to develop public policy measures (formed and implemented in complex internal and external economic and socio-political conditions) and their target direction to overcome the complex, destructive processes in the production and economic activities, which provides an increase in agricultural production. The development of animal husbandry in the country is characterized by an annual reduction in the size of production and livestock of farm animals, poor financial and economic situation of livestock enterprises, reducing their investment attractiveness, constant aggravation of competition, violation of production relations between producers, processors of livestock products and trade structures. Undoubtedly, now the country does not help much in this direction of agricultural activity, and therefore the presence of a proper state policy of the country would not lead to such a deplorable state of the livestock industry.

In most cases, the lack of budgetary funds encourages the allocation of financial resources for the further development of strategic industries such as pig, poultry, which provide accelerated growth of livestock production and maximum profits. At the same time, the development of meat and dairy cattle breeding, sheep breeding, rabbit breeding, is gradually declining, while without them and many other industries, it is difficult to ensure positive changes in the standard of living of the population and meet its food needs. All this requires state intervention in the current situation in order to monitor and find

effective management measures to improve the development of production, integration and innovation processes and economic relations between livestock enterprises. Only the responsibility of the authorities and effective state policy can ensure high social development, food security, economic and social stability in the country.

Analysis of recent publications on research issues. The problem of public policy and the analysis of the application of its methods and tools were studied by foreign scientists: D. Anderson, T. Brus, M. Broyn, D. Weimer, E. Vedung, T. Dai, V. Dunn, and others.

Theoretical and methodological analysis, strategies of state policy, mechanisms of its implementation and management decision-making were devoted by such domestic scientists as V. Bakumenko, A. Valevsky, Z. Varnaly, V. Vorotin, V. Goshovsky, A. Kilievich, M. Latinin, V. Mamonov, P. Mironenko, Romanov, V. Tertychka and many other scientists.

However, quite a lot of scientific and theoretical questions regarding the definition of the nature, characteristics, goals, regulators of strategies, development programs and mechanisms for the implementation of effective public policy and management decisions on the further development of animal husbandry are still insufficiently investigated.

Purpose of the article. The purpose of the article is to determine the essence and theoretical approaches to the formation and implementation of state policy in the development of animal husbandry.

Presenting the main material of research. Studies have shown that cur-

rently the main problem of livestock farming is the lack of interest of the state to increase the number of livestock of farm animals (for 2000–2016. the number of cattle in all categories of farms decreased by 60.9 %, pigs — by 12.8 %, sheep and goats — by 29.9 %) and the motivation of business structures to increase the volume of animal husbandry production. In this situation, it is advisable to form effective options for the choice of alternative parameters of state policy in the interpretation of targeted state political and administrative measures, management tools (legal basis of state management actions) and resources (administrative, material, financial, information, human and political opportunities) for the timely adoption of state decisions on the further development of animal husbandry.

Usually now it is almost impossible to ensure the rapid restoration of the achieved milestones in the development of animal husbandry, especially in a certain sequence of agricultural programs developed by the state (State support for the livestock industry and support for the maintenance of young cattle), Cabinet of Ministers resolutions on approval of the procedure for the use of funds provided in the state budget to support the livestock industry, laws of Ukraine (on milk and dairy products, on breeding in animal husbandry, on veterinary medicine) and other normative legal acts on animal husbandry, which do not take into account unstable political and complex and unpredictable market situations. This requires a transition to the widespread use of new forms (flexible and optimal combination of mechanisms

of state and market regulation) of the impact of public authorities on production and technological processes in the livestock sector, which will ensure its effective functioning and the creation of competitive advantages in world markets.

In the transformation period, when there are big global changes, the state policy, being in the environment of complex political processes, is directed to the effective solution of production and social problems. At the same time, the effective role of the country is aimed at creating favorable economic conditions, and therefore must comply with three basic principles: efficiency, stability, justice [1]. Under these conditions, the state will provide financial assistance to producers of livestock products to facilitate the transfer of livestock to the innovative way of development and industrial basis of the organization of processing and marketing of livestock products [2].

Ensuring the implementation of such processes will be preceded by taking into account the main features of the formation and implementation of public policy: the process of state decision-making is carried out with the participation of various parties (voters, elected officials, civil servants, courts, groups formed by their own interests, public authorities and local self-government) and the administrative apparatus (which includes political and administrative).

In this context, public policy must meet such requirements:

- timely respond to changes that occur in society, the state, the region, as well as in animal husbandry;

- pay attention and consider the entire list of emerging social and industrial problems and ways to solve them;
- a comprehensive approach to the formation of state-political decisions, the development of appropriate tools and mechanisms for their implementation;
- in any situation, to be effective and have the trust of society and the public.

It should be noted that public policy research provides an opportunity to show the existence of multiple links between different individuals, groups and organizations. In some cases, public policy does not apply to the whole society, but only to the regulation of processes in specific areas of activity or involves the impact on a certain social group. Here we note that the state policy is a purposeful activity of public authorities, aimed at solving a set of interrelated social problems.

Not by chance under the state policy scientists understand "...activities aimed at solving the problems of social development" [3, p. 21]. The same opinion is shared by other researchers who believe that public policy "...includes the definition of the problem, goals and tools to solve the problem" [4, p. 44]. In this case, it is believed that state policy is only a tool, a means to obtain and retain power by certain political forces, but without a clear distribution of tasks, powers and responsibilities of state, executive and local authorities. Individual scientists under the definition of public policy understand "...relatively stable, organized and purposeful activities of the government in relation to a particular problem or subject of consideration, which is car-

ried out directly or indirectly through authorized agents and affects the life of the society" [5, p. 12].

Public policy is extremely necessary in public life, as it is entrusted with the function of identifying production and social problems that are important to analyze in a timely manner, to establish the causes, complexity and the possibility of timely solutions. Now in the environment of state policy should be taken not only a number of public policy decisions aimed at solving socio-economic problems, but also to develop scientific and strategic programs and determine the tools for their implementation in the animal husbandry. The need for implementation of the state policy is determined by the needs of accelerating the development of animal husbandry on an innovative platform. It is argued that the lack of innovation in agriculture in the development of infrastructure of the agricultural market leads to the lag of Ukraine from the leading countries of Europe and the world [6, p. 68].

State policy is one of the basic components of political and management activities in the livestock sector, it remains the object of influence of society and business structures. In most cases, it is formed in the public sphere of public interests, goals and objectives that are inherent not only in agriculture but also in the livestock sector, and therefore make it possible to form a model (determined by ideological and political imperatives that meet the new conditions and needs of its further development on the basis of which political, legal and managerial decisions are made. Moreover, state policy contributes to the formation of a market

environment in the animal husbandry, which fully meets the national interests of livestock producers.

But it is very important for the country to guarantee the population's demand for meat and dairy products in order to stabilize the market situation. Otherwise "...the country will not receive the necessary volume of important products of consumption of its own production, which as a result will violate the requirements of food security, increase the risk associated with the lack of food resources" [7, p. 26]. The urgent problems are assigned to the Ministry of agrarian policy and food in terms of the development of various measures to ensure the further development of animal husbandry and increase its competitiveness in the domestic and foreign markets.

For quite a long period of time the state policy was based on the application of command and administrative and bureaucratic methods of management agricultural production, among which an important place was occupied by livestock. Now the main task of the state policy is to provide an indirect, flexible system (inherent in market forms of management) of intervention in production activities and full financial support to improve the investment attractiveness and effective development of the livestock industry. An extremely important aspect is that the country should regulate economic processes, ensure the implementation of socio-economic and legal functions, and the formed state policy should contribute to the formation of relations with livestock producers on the principles of partnership, mutual understanding and observance of business relations in ac-

cordance with the economic interests of this sphere of activity.

Taking into account these directions of state policy in the development of animal husbandry will create objective conditions for the growth of incomes and the formation of an adequate standard of living, which will have a positive impact on the process of investing in the formation of qualitative characteristics of livestock workers and the maximum satisfaction of their food needs. In the future, the country should teach livestock farmers to effectively manage in difficult market conditions for the purpose of profitable production of animal husbandry. In addition, the country is obliged to show a caring attitude to livestock workers, while creating a special fund of social guarantees in case of further forced job cuts in the main livestock sub-sectors.

Now there is an active development of civil society institutions, which in most cases affect the legislative processes of public authorities through active public participation in the formation and implementation of public policy [8]. Consequently, the development of public policy, the main task of which is the formation of a mechanism for identifying and ensuring public interests, is intensified. It is associated with the embodiment of power since the formation of various policy problems and promotes the adoption of power political and managerial decisions, for which the necessary tools and mechanisms for their implementation in the implementation of various activities to achieve social goals are selected. Economic entities interested in solving socially

significant problems may have access to such solutions [9]. According to the publicity policy finds its place where it is aimed at achieving public goals and public interests [10, p. 193].

A particularly important role should be given to the state regional policy, which is able to provide:

- state support and creation of institutional conditions for the development of animal husbandry and food security in each region;

- adoption of state and political decisions to improve the competitiveness of regions by providing them with high-performance genetic potential of farm animals and highly qualified human resources;

- improvement and strengthening of cooperation of regions in the legal, legislative and partner field of relations and the mechanism of their implementation;

- clear legislative distribution of powers and responsibilities between national, regional and local levels of government.

Do not underestimate the importance of scientifically sound and effective public policies for rural development (European values and European practices), since the small and medium producer became her priority. Scientific approaches and models of such policy are still characterized by innovation for the majority of members of society, and therefore require public justification of the problems of development of the main sectors that provide the food problem of the country. Currently, the state policy uses a system of standard methods of legislative, Executive and control nature, often used by the competent state bodies to ensure the

effectiveness of socio-economic relations and production processes in the livestock sector.

Conclusions and prospects for further research. Research have shown that public policy is one of the important elements and criteria of society (aimed at improving social stability and living standards of citizens), certain production areas and sectors of activity, in particular livestock (provides the population with food and guarantees food security of the country). Therefore, all aspects (models, institutions, tools, programs, processes of formation and implementation, evaluation and regulation) of public policy are widely and comprehensively studied and interpreted by foreign and domestic scientists in different versions of the presentation. However, in the research of public policy, it is not necessary to give priorities only to the methods and levers of its administrative impact on socio-economic and political processes, but also to focus on the planning, organization and monitoring of the functions of each of its elements.

In the future, the importance of the study of public policy is not diminished, since it is conditioned by the characteristic features of the demands of society and modern political processes of power and political decision-making, which are formed in the environment of the political system. In the context of this, a more in-depth study of the problems of the development and application of state policy not only in various spheres of public life, but also in agriculture and its main sectors, which form the food security of the country, is expected.

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STUDY OF THE POTENTIAL OF STATE PROTECTIONIST POLICY'S FORMATION ON THE AMATOR CINEMA ART

Abstract. The experience that has been existing for a long time and used in the world for enterprises, is gradually being introduced in other sectors of modern society. From such point of view, the use of state administration mechanisms in the context of the state's protectionist policy regarding amateur cinema is becoming topical. The leading Ukrainian scholars such as V. Bashtanik, N. Darmorra, I. Chaplay, I. Chukhno and many others devote their studies to the formation of innovative management mechanisms in Ukraine. The needs of modern development of our state, based on scientific works on the state management by Ukrainian scholars V. Rubtsov and N. Perinskaya, we can distinguish the social mechanism of the formation and implementation of the state management protectionist policy for amateur cinema art, which can be discussed as a chain of interrelated phenomena, mediated by the state as the subject of management: the spiritual needs of the society on the patriotic direction — the interests of society in relation to spiritual needs — the goals, that is, the presence of competent experts in public administration at all levels of the cultural industry chain — the decision on the improvement of cinema services — the result is a high-quality and competitive artistic industry in Ukraine.

The purpose of the article — on the basis of modern scientific studies of Ukrainian scientists to consider the use of mechanisms of state administration in the context of the protectionist policy of the state for amateur cinema art.

The direction of protectionist policy of the state regarding amateur cinema art becomes a social form, which represents the adequacy of self-development and self-realization of national interests. Together with it, we have a functional form, that is, the protectionist policy regarding amateur cinema art becomes an arsenal of tools for the complete non-interference of the state in the creative process. Formation of protectionist policies for amateur cinema art is an important process of reforming public administration in Ukraine.

Taking as a basis the scientific works of modern Ukrainian scholars, the conclusion as for the development and improvement prospects of protectionist policy state administration mechanisms for the amateur cinema art that differ from existing ones with an improved organizational and legal mechanism and marketing mechanisms of state administration have to be used.

Keywords: amateur, cinema art, state administration, protectionist policy, mechanisms.

ДОСЛІДЖЕННЯ ПОТЕНЦІАЛУ ФОРМУВАННЯ ДЕРЖАВНОЇ ПРОТЕКЦІОНІСТСЬКОЇ ПОЛІТИКИ ЩОДО АМАТОРСЬКОГО КІНОМИСТЕЦТВА

Анотація. Досвід, що давно існує та використовується світовими підприємствами, поступово впроваджується в інших галузях життя суспільства. З

такої точки зору актуальності набуває застосування механізмів державного управління в контексті протекціоністської політики держави щодо аматорського кіномистецтва. Формуванню інноваційних механізмів управління в Україні присвячено багато досліджень провідних українських науковців: В. Баштаник, Н. Дармограй, І. Чаплай, І. Чухно та ін. Потребами сучасного розвитку нашої держави, спираючись на наукові праці з державного управління українських науковців В. П. Рубцова та Н. І. Перинської можемо виокремити соціальний механізм формування та реалізації протекціоністської політики державного управління аматорським кіномистецтвом, що може бути зображено як низка взаємопов'язаних явищ, що опосередковані державою як суб'єктом управління: духовні потреби суспільства патріотичного спрямування — інтереси суспільства стосовно духовних потреб — цілі, тобто наявність компетентних фахівців з державного управління на всіх рівнях культурної галузі — рішення щодо покращення кінопослуг — результатом чого є якісна і конкурентоспроможна мистецька галузь України.

Напрямом протекціоністської політики держави щодо аматорського кіномистецтва стає соціальна форма, що являє собою адекватність саморозвитку та самореалізації національних інтересів. Разом з нею маємо функціональну форму, тобто протекціоністська політика щодо аматорського кіномистецтва стає арсеналом інструментів повного невтручання держави у творчий процес. Формування механізмів протекціоністської політики щодо аматорського кіномистецтва є важливим процесом реформування державного управління в Україні.

Спираючись на наукові праці сучасних українських науковців, розглянуто перспективи розвитку й удосконалення механізмів протекціоністської політики державного управління аматорським кіномистецтвом і вдосконалення механізмів державного управління, що відрізняються від існуючих наявністю вдосконаленого організаційно-правового механізму та маркетингового механізмів державного управління.

Ключові слова: аматорське кіномистецтво, державне управління, протекціоністська політика, механізми.

ИССЛЕДОВАНИЕ ПОТЕНЦИАЛА ФОРМИРОВАНИЯ ГОСУДАРСТВЕННОЙ ПРОТЕКЦИОНИСТСКОЙ ПОЛИТИКИ ДЛЯ ЛЮБИТЕЛЬСКОГО КИНОИСКУССТВА

Аннотация. Опыт, который давно существует и используется мировыми предприятиями, постепенно внедряется в другие сферы жизни общества. С подобной точки зрения актуальность приобретает применение механизмов государственного управления в контексте протекционистской политики государства по отношению к любительскому киноискусству. Формированию инновационных механизмов управления в Украине посвящено много исследований ведущих украинских ученых: В. Баштаник, Н. Дармограй, И. Чаплай, И. Чухно и др. Потребностями современного развития нашего государства, опираясь на научные работы по государственному управлению

украинских ученых В. Рубцова и Н. Перинської, можем выделить социальный механизм формирования и реализации протекционистской политики государственного управления по отношению к любительскому киноискусству, что может быть описано как цепь взаимосвязанных явлений, опосредованных государством как субъектом управления: духовные потребности общества патриотического направления — интересы общества в отношении духовных потребностей — цели, то есть наличие компетентных специалистов государственного управления на всех уровнях цепи культурной сферы — решения по улучшению киноуслуг — результатом чего является качественная и конкурентоспособная киноотрасль Украины.

Направлением протекционистской политики государства по отношению к любительскому киноискусству становится социальная форма, представляющая собой адекватность саморазвития и самореализации национальных интересов. Вместе с ней имеется и функциональная форма, то есть такая, при которой протекционистская политика становится арсеналом инструментов полного невмешательства государства в творческий процесс. Формирование механизмов протекционистской политики по отношению к любительскому киноискусству является важным процессом реформирования государственного управления в Украине.

Взяв за основу научные труды современных украинских ученых, сделан вывод о перспективах развития и совершенствования механизмов протекционистской политики государственного управления любительским киноискусством и совершенствования механизмов государственного управления, которые отличаются от уже существующих наличием усовершенствованного организационно-правового и маркетингового механизмов государственного управления.

Ключевые слова: любительское киноискусство, государственное управление, протекционистская политика, механизмы.

Target setting. Since the end of the twentieth century the practice of protectionist regulative policy from the state position is a process where the principles of business organization are transferred to the level of state executive power. Thus, state administration turns into an innovative organization for the provision of various socio-economic services [3]. The experience that has long been existing and used in the world enterprises, is gradually being introduced in other

sectors of modern society. From such point of view, the use of public administration's mechanisms in the context of the state protectionist policy regarding amateur cinema is becoming topical.

Analysis of recent research and publications. A lot of studies by leading Ukrainian scholars such as V. Bashtanik [1], [2], [3], N. Darmorrai [4], O. Fedorchak [5], I. Chukhno [6] and many others are devoted to the formation of innovative management

mechanisms in Ukraine. The requirements of modern development of our state, based on state management scientific works by Ukrainian scientists V. P. Rubtsov and N. I. Perinskaya [7, p. 40], we can distinguish the social mechanism of the state administrative protectionist policy formation and implementation as for amateur cinema art, which can be depicted as a chain of interrelated phenomena mediated by the state as a subject of management: the spiritual needs of a patriotic society – the interests of society in relation to spiritual needs – goals, that is, the presence of competent specialists in public administration at all levels of the cultural industry chain – the decision to improve the cinema services – the result is quality and competitive Ukrainian art industry.

The purpose of the article is to consider the use of public administration's mechanisms in the context of state protectionist policy on amateur cinema art on the basis of modern Ukrainian scientific works.

The statement of basic materials. It is well-known that protectionism is a state policy aimed at protecting the national economy from foreign competition [8].

Under the conditions of modern society's development, when the process of globalization takes on a particular weight, in opinion of modern Ukrainian scientist, Doctor of Economic studies O. Dovgan, is some paradox, which is based on the fact that what "the higher degree of economic and social consolidation of society and the more fully realized its internal resources, the more successful it can use the advantages of integration ties and

adapt to the conditions of the global market" [9, p. 16].

The protectionist policies' implementation is through its financial support for national production, export promotion and import restrictions. The disadvantage of protectionist policies is that in the process of protecting national values from external globalization, it contributes to the occurrence of stagnative phenomena. Protectionist policy contributes to the emergence of economic self-sustaining functioning. Such policy may deprive the country of the other countries' benefits of advanced scientific and technological achievements. Therefore, protectionism may be appropriate only if it is temporary [8]. Thus, government's support for the promotion of amateur film productions, the winners of international film festivals on television, the introduction of specialized film distribution activities should be applied for a certain period in order to mitigate the impact of foreign product that is available today.

Ukrainian Doctor of Economics O. Dovgan, identifies the epistemological factors that are determined as "disagreement between methodological declarations and the actual methodology in the study of the process of globalization" [9, p. 16]. In her opinion globalization has to be understood as some emphasis of scientific attention "on the universal points and global nature of interaction" [9, p. 16]. It integrates social, political, economic, cultural and civilizational systems of the most developed countries, which is a globalization in total of its carrier. Scientist observed the substitution of the whole part.

Special strategy is inherent in a global which is actually local and oriented to developed country. The scholar notes, “there is a suppression of different parts, which leads to the devaluation of local (including national) features” [9, c. 16]. As a result, “there is a distortion of real world economic relations” [9, c. 16].

According to S. V. Shcherbyna, “protectionism is a complex of measures, that aimed at stimulating some development of national economy by providing certain advantages to domestic commodity producers and creating certain barriers for the entry of foreign competitors into the domestic market” [10, c. 39].

According to M. I. Nebava, protectionism is temporarily and necessary for prospective and young industries that have a high level of spending. They need it for completing their formation and firm consolidation of the positions at the state level. With an effective increase in efficiency, the level of protectionist protection has to be reduced. Protectionism supporting of some industries “in the case of young industries producing subsidies or other benefits is more effective means of support than foreign trade protection” [11].

An analysis of the genesis and historical dynamics of protectionism at the international level is successfully, conducted by Ukrainian scholar, Doctor of Economic studies O. A. Dovgan. It shows some cyclical character of protectionist policy. Scientist distinguishes so-called “waves” – “big” and “small”. The “big wave” manifests itself in the fact that the greatest intensity of state protectionism is observed in the

initial period of accelerated development of the country, which sets itself as the goal to occupy a worthy place in the leading group, as well as in the late period of its development, that characterized by a marked decrease the pace of economic growth, that is, with the loss of competitive advantages and leading position of the country in the world economy, with the emergence of a steady tendency to lag behind the most dynamically developing “persecutors” [9, p. 13].

In our case, we see a marked decline in economic growth in the country’s industry, but there are growing benefits in the field of culture and art.

The direction of state protectionist policy regarding the amateur cinema arts becomes a social form, which represents the adequacy of self-development and self-realization of national interests. Together with it, we have a functional form, that is, the protectionist policy regards to amateur cinema, that becomes as an arsenal of tools for the complete non-interference of the state in the creative process.

As O. A. Dovgan notes, there is an internal contradiction in protectionism, that is one between the general and the special, and is expressed in its properties – “selective”, “reasonable”, “branch”. “Protectionism has its own denial, and this is its self-development, its continuation in liberalism” – wrote Doctor of Economics O. Dovgan [9, p. 14]. According to the researcher’s point of view, the choice of a management strategy is “in accordance with the type of contradiction of protectionism, it allows some destructive action using the creative potentials of the contradictions of

protectionism, minimizing the negatives” [9, p. 15].

PhD of Economic studies I. Ivashchuk concluded that there was a philosophical impossibility to formulate common rules and conditions for protectionist measures, exploring the dialectics of protectionism and free trade in the economic policy of the countries. It is today in globalized world, according to the scholar, there is an escalation of contradictions in goals and “means of achieving the ultimate goal between countries in different planes” [12].

There is such an opinion that “without state protection from foreign competition, the development of national industry is impossible” [13].

As Ukrainian scholar S.V. Shcherbyna points out: “The protectionist measures that tend to be hotly supported in a wide circle of the population taken by the state under the slogan of protecting the national commodity producer. State support for protectionist measures depends, first of all, on noneconomic factors, in particular, as a religious-confessional affiliation, electoral-political preferences, patriotic-nationalistic tendencies, migration-demographic tendencies, etc.” [10].

In such context, it is expedient to use effective mechanisms of state administration regarding to their implementation in the protectionist policy.

According to the scientific works of PhD of Public Administration, the famous Ukrainian scientist I. Chaplay, the introduction of marketing principles of in the state authorities’ activities, corresponds to the social-market reorientation of public administration to the formation of civil society and the development of its democratic stan-

dards [14, p. 1]. The marketing mechanism in the state protectionist policy regarding to amateur movie art is an important process of reforming public administration in Ukraine.

The marketing mechanism in the state protectionist policy of regarding to amateur cinema art is an assessment of the service provision quality with priority attention to the problems and needs of amateur-arts’ citizens. The marketing mechanism takes into account a set of factors that influence on the conditions of the state authorities in order to implement behavioral models of citizens that will contribute to the achievement of national goals. Managers will recognize that citizens are their potential clients and therefore their interests should be taken into account [14, p. 14]. Thus, all creative individuals, cinema-amateurs are clients of regional departments of culture under state administrations.

The marketing mechanism of the state protectionist policy as for the amateur cinema art substantiates its main directions of formation and development on the legal base in the practice of public administration. The marketing mechanism for amateur cinema in the system of public administration promotes more effective dialogue between cinema-amateurs and screenwriters and government agencies, defining real indicators of assessing the practical level of the efficiency of public authorities at the cultural level in terms of meeting the needs of citizens, along with the transformation of the administrative and procedural tools of the marketing mechanism.

Relying on the research of PhD in Public Administration I. Chaplay [14],

it is established that the effectiveness of the protectionist policy of the state regarding the amateur cinema art has its state administrative influence and has established thanks to the marketing mechanism. Through the marketing mechanism of public administration, the development of active communication structures of public services of artistic and cultural levels take place with the population of the region. Consequently, we can state some positive experience of introducing a marketing mechanism in state protectionist policy of regarding the amateur cinema art.

PhD in Public Administration K. M. Gunchenko in the study "The Organizational and Legal Mechanism of the State Administration of Higher Educational Institutions' Autonomization in Ukraine" [15] studied in detail the problems of higher educational institutions' autonomy in Ukraine. Based on this study, we consider it expedient to apply an organizational and legal framework for improving the autonomy of amateur film studios.

Such principles can be divided into systemic and institutional levels. At the system level, it is desirable to have the following organizational and legal foundations of the state administration protectionist policy for the amateur cinema art as a simplification of rules and procedures for the establishment of amateur film studios of commercial direction, which has in its composition the creation of a single legal status and legislation for public administration and ensuring less bureaucratic and restrictive procedures.

The organizational and legal basis at the system level is to improve the mechanisms for distribution of state

funding of regional departments of culture management, which includes the elimination of the budget article, the introduction of a modern cost accounting system using the criteria for the activities of amateur movie associations. At the system level, we also include an increase in public investment in film production for conducting international exchanges and internships for members of creative amateur movie associations [15, p. 13].

At the systemic level, the organizational and legal mechanism of the state administration protectionist policy for amateur cinema art is an important basis for the provision of amateur film studios of property and rent ownerships without permission, stimulating the diversification of income sources, and creating some favorable climate for investment in the field of amateur movies. Removing the supervision of the authorities on the creative process is also an important organizational and legal basis at the system level for improving the autonomy of creative associations [15, p. 13].

To provide the support for human resources' development in cultural and cinematographic establishments by providing additional funding, as well as conducting an assessment of an agreed reform plan with the involvement of independent international experts is acceptable.

At an institutional level, the organizational and legal framework for improving the autonomy of cinema for both professional and amateur artistic associations is the development and improvement of film studios potential and human resources through their introduction of a more strategic ap-

proach for the departments of cultural management, development of leadership and managerial skills, in particular, the middle management links, development of a financial function taking into account some strategic aspects of financial planning, identification of promotive ways with special support of the development of personnel successive mechanism and creation of favorable conditions for the involvement of young professionals in management and leadership [15, p. 13].

Another organizational and legal basis of the institutional level is the adoption of a system of full cost accounting as a principle of financial planning. The organizational and legal basis of the institutional level is the improvement of internal mechanisms for allocating funds in regional departments of cultural management in higher educational institutions of the cultural and artistic direction and balancing the centralization of the network and cooperative development with other institutions such as, for example, libraries, TV channels for the experience exchange activities and decentralization. An important organizational and legal basis for improving the autonomy of amateur cinema associations at the institutional level is the development of a concrete change plan with a mechanism for evaluating their success.

Conclusions. Consequently, based on the scientific works of contemporary Ukrainian scholars, the conclusion has been made: the prospects for development and improvement of the protectionist policies of the state administration as for amateur cinema art and the improvement of state administration mechanisms, which differ from

existing ones with an improved organizational and legal mechanism and marketing mechanisms of public administration have to be used.

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MODERN CONCEPTUAL APPROACHES TO THE STATE REGULATION OF SOCIO-ECONOMIC RELATIONS IN CONSTRUCTION

Summary. This article defines and analyzes modern approaches to state regulation of the construction industry, which enables to reveal the main tendencies of the state regulatory system' development of the construction industry and form priority direction of the modern economic policy of the state in this area. The authors consider mechanisms of state regulation of socio-economic relations in construction, characterized by strategic and tactical planning, as well as timely monitoring. The article defines approaches to the socio-economic rela-

tions in construction' regulation, as follows: deregulation of business activities, decentralization of construction management, regional development and development of local communities, the transition from functional to project management, project management based on the risk management principles, etc. Applying the deregulation approach will contribute to creating a construction fiercely competitive environment. The decentralization will result implementation of joint construction projects by communities and improve the infrastructure. Under regional development and local communities' development, the provision of housing evolution is observed at the regional and local levels as a result of the housing construction progress. The article determines that the introduction of a project-oriented approach is a pressing issue. The use of a systematic approach to identifying the risks' causes and the optimal methods selection for assessment will allow for more effective project management in the construction.

Consequently, nowadays, there is a growing need for a systematic application of modern approaches to the regulation of socio-economic relations in construction and the timely monitoring of the industry, which will facilitate choosing the principal directions to streamline the industry.

Keywords: state regulation, socio-economic relations, conceptual approaches, mechanism, construction, development of the construction industry.

СУЧАСНІ КОНЦЕПТУАЛЬНІ ПІДХОДИ ДО ДЕРЖАВНОГО РЕГУЛЮВАННЯ СОЦІАЛЬНО-ЕКОНОМІЧНИХ ВІДНОСИН У БУДІВНИЦТВІ

Анотація. Визначено та проаналізовано сучасні підходи до державного регулювання будівельної галузі, що дає змогу виявити основні тенденції розвитку системи державного регулювання галузі, сформувати пріоритетні напрями сучасної економічної політики держави у цій сфері. Розглянуто механізми державного регулювання соціально-економічних відносин у будівництві, що характеризуються стратегічним та тактичним плануванням, а також своєчасним моніторингом. Визначено підходи до регулювання соціально-економічних відносин у будівництві: дерегуляція підприємницької діяльності, децентралізація управління будівництвом, регіональний розвиток та розвиток місцевих громад, перехід від функціонального до проектного управління, управління проектами на принципах ризик-менеджменту тощо. Застосування підходу дерегуляції сприятиме створенню жорсткого конкурентного середовища у будівництві. Результатом процесу децентралізації є можливість громад самостійно розпоряджатися ресурсами, що сприятиме реалізації громадами спільних проектів будівництва та покращенню інфраструктури. В рамках регіонального розвитку та розвитку місцевих громад спостерігається розвиток житлового забезпечення на регіональному та місцевому рівнях, як результат розвитку житлового будівництва. Визначено, що впровадження проектно-орієнтованого підходу до управління є актуальним питанням. Застосування ж системного підходу до виявлення причин виникнення ризиків та вибір оптимальних

методів їх оцінювання сприятиме забезпеченню ефективнішого управління проектами в будівельній галузі.

Таким чином, на сьогодні зростає необхідність у системному застосуванні сучасних підходів до регулювання соціально-економічних відносин у будівництві та своєчасному моніторингу будівельної галузі, що надасть змогу обрати основні напрями її подальшої модернізації.

Ключові слова: державне регулювання, соціально-економічні відносини, концептуальні підходи, механізм, будівництво, розвиток будівельної галузі.

СОВРЕМЕННЫЕ КОНЦЕПТУАЛЬНЫЕ ПОДХОДЫ К ГОСУДАРСТВЕННОМУ РЕГУЛИРОВАНИЮ СОЦИАЛЬНО-ЭКОНОМИЧЕСКИХ ОТНОШЕНИЙ В СТРОИТЕЛЬСТВЕ

Аннотация. Определены и проанализированы современные подходы к государственному регулированию строительной отрасли, что позволяет выявить основные тенденции развития системы государственного регулирования отрасли, сформировать приоритетные направления современной экономической политики государства. Рассмотрены механизмы государственного регулирования социально-экономических отношений в строительстве, которые характеризуются стратегическим и тактическим планированием, своевременным мониторингом. Определены подходы к регулированию социально-экономических отношений в строительстве: дерегуляция предпринимательской деятельности, децентрализация управления строительством, региональное развитие и развитие местных общин, переход от функционального к проектному управлению, управлению проектами на принципах риск-менеджмента и т. д. Применение подхода дерегуляции способствует созданию жесткой конкурентной среды в строительстве. Результатом процесса децентрализации является возможность общин самостоятельно распоряжаться ресурсами, что способствует реализации совместных проектов строительства, улучшению инфраструктуры. В рамках регионального развития и развития местных общин наблюдается развитие жилищного обеспечения на региональном и местном уровнях, как результат роста жилищного строительства. Внедрение проектно-ориентированного подхода к управлению является актуальным. Системный подход к выявлению причин возникновения рисков и выбор оптимальных методов их оценки позволит обеспечить эффективное управление проектами в отрасли.

Таким образом, возрастает необходимость в системном применении современных подходов к регулированию социально-экономических отношений в строительстве и своевременному мониторингу строительной отрасли, что предоставит возможность выбора основных направлений ее дальнейшей модернизации.

Ключевые слова: государственное регулирование, социально-экономические отношения, концептуальные подходы, механизм, строительство, развитие строительной отрасли.

Formulation of the problem. Under the current conditions of the formation and development of the Ukrainian state, the need for innovative approaches and the formation of mechanisms of state regulation in construction, taking into account the transformation of the structure of public administration, is growing.

State regulation in construction provides a combination of personal and public awareness for the development of the economy, expansion of the competitive environment, while ensuring a balance between accumulation and investment activity based on different types of planning and funding of construction industry.

State regulation of social and economic relations in construction provides an efficient approach to the planning of territories, urban planning zoning, engineering surveys, design, as well as directly to the execution of construction works, etc.

Current transformational processes taking place in the construction industry require theoretically substantiated and effective conceptual approaches and mechanisms of state regulation, which, when introduced, will contribute to the improvement of economic indicators in the construction industry and secure competitive positions in the international stage.

Analysis of recent research and publications. Nowadays, there is a growing need to identify current trends to enhance government regulation and improve economic indicators in the construction industry.

These issues are reflected in the scientific studies by I. Vlasenko, I. Goncharenko, A. Duka, A. Lesko, N. Melnik, A. Nepomnyashchy, and others.

Currently, there is a significant scientific interest in the issue of state regulation of social and economic relations in construction, which necessitates the introduction of innovative approaches to state regulation of socio-economic relations in construction and the use of mechanisms for such regulation of construction in Ukraine.

The formulation of the objectives (goals) of the article. The goal is to analyze modern conceptual approaches and mechanisms of state regulation of socio-economic relations in construction.

The presentation of the main material. Considering the current development trends of the countries of the world, accompanied by the active influence of innovations on the socio-economic environment, there is a new stage, characterized by the advantages of innovation factors and reflected in the qualitative transformations of the construction sector, which generates prerequisites for the life of the population and economic growth in all spheres of the national economy [6, p. 203].

The process of formation and development of the construction industry and its management has an evolutionary character, which continues to this day. In this regard, N. Melnik formulates nine stages of formation in his studies [11]. The first stage covers the beginning of the 20th century and the year 1917. At this stage, the construction management was carried out using the Building Charter, issued in 1857, which was an integral part of the “Code of Laws of the Russian Empire”. The second stage, 1917–1922, the Supreme Council of the National Economy (hereinafter – the Supreme

Economic Council) established a subdivision of building structures (Subdivision of socially useful and public works – Komderzhsporud). The third stage – 1922–1932, the stage was inherent with the permanent reorganization. The functions of construction planning were transferred to the State Planning Committee, when the Supreme Economic Council formed a building department. Funds for the needs of construction, which were previously supervised by Komderzhporud were transferred to the people's commissariats and departments that established design and construction organizations. The following fourth stage, 1932–1939, was characterized by the organization of construction, includes three mutually agreed links: the customer – the general contractor – the subcontractor. The fifth stage, 1939–1957, construction was allocated in an independent sphere, with the All-Union Commissariat for Construction (Narkobud) formed. The sixth stage, 1957–1967, there was a system for managing the national economy through territorial councils of the national economy. The seventh stage, 1967–1986, – it was characterized by the transition from the territorial to the territorial-branch principle of the management of the state economy. The eighth stage, 1986–1997, territorial branch construction ministries were eliminated. The Ministry of Construction of the Ukrainian SSR (Minstroy) was established, which was directly subordinate to the Council of Ministers of the Ukrainian SSR. The following ninth stage from 1997 to date, – the State Committee for Construction, Architecture and Housing Policy was

formed; in December 2005 the Ministry of Construction, Architecture and Housing and Communal Services of Ukraine (Ministry of Construction of Ukraine) was established.

It is clear that the instability of regulation of the construction industry over time has had a significant impact on the development of modern approaches and mechanisms of state regulation. The introduction of modern trends to improve governmental regulation in construction will certainly contribute to the improvement of economic indicators in the construction industry, securing competing positions on the international scene.

Today, state regulation is a set of tools, which the state uses to set requirements for the construction industry members. It includes laws, formal and informal regulations and auxiliary rules established by the state, as well as non-governmental organizations or self-regulatory organizations to which the state has delegated regulatory powers [7].

T. Kutsenko, A. Nikiforov and S. Chistov state that state regulation is one of the functions of public administration. Public administration is the organizational and regulatory influence of the state on the economic activity of market industry members in order to streamline and improve its efficiency. The main management functions comprise the organization, regulation, control, planning, and staffing.

Separate parts of the state regulation are distinguished both in the theoretical and practical aspects: organizational, economic, financial, budgetary, social, administrative, institutional, socio-political, and others, where each of them is

capable of exercising some influence on the construction sphere. [2].

There is a pressing issue of studying conceptual approaches and mechanisms of state regulation of socio-economic relations in construction, which predetermined the development of certain modern models.

According to M. Latinin, the mechanism of state regulation is a way of action of the subject of regulation based on basic functions and principles, providing the effective functioning of the state regulation system with the help of forms, methods and means to achieve a certain goal and eliminate contradictions [8].

The mechanism of state regulation of social and economic relations in construction is a set of actions of the authorities aimed at ensuring the sustainable development of territories, taking into account state, public and private interests, in order to achieve maximum results in the construction industry. The current paradigm of development in this direction is the quality and perfection of a territorially localized system characterized by strategic and tactical planning, as well as timely monitoring.

In this regard, the scientist I. Goncharenko notes that the most important component of strategic planning is the formulation of long-term development goals, and distinguishes three stages of the activities of state authorities [3, c. 31]: planning of activity, resources, results; realization of activity, resources, results; reporting on activities, resources, results.

Therefore, state regulation of social and economic relations in construction is the main mechanism for imple-

menting development strategies at the regional, national and international levels.

It is advisable to outline the main approaches to the regulation of socio-economic relations in construction, which are characteristic at the present stage and which significantly affect the further development of the construction industry and the country as a whole.

The main conceptual approaches to regulating the construction, which have become widespread in Ukraine in recent times, include:

- deregulation of entrepreneurial activity;
- decentralization of construction management;
- regional development and development of local communities;
- transition from functional to project management;
- project management using the principles of risk management, etc.

Let us consider in more detail these modern approaches to the state regulation of socio-economic relations in construction.

1. Deregulation of business activities. A. Lesko, L. Glushchenko and T. Meshcheryakova, point out that in modern conditions, deregulation is one of the main elements of the new development model of Ukraine and an constitute a part of European integration. Scientists note that, according to the “Sustainable Development Strategy “Ukraine-2020” [14], the Program of Activities of the Cabinet of Ministers of Ukraine and the Coalition agreement between the main political parties of Ukraine, deregulation is defined as a necessary approach, whose mission is to

radically improve the business climate and investment climate in Ukraine, promoting the creation of new jobs and raising living standards [9].

The essence of deregulation is to minimize the state's influence on the market to create a fiercely competitive environment in order to eventually get entrepreneurs interested in using the latest technologies that allow them to obtain a greater variety of goods at lower prices.

Deregulation is characterized by: the transition from tariffs to prices (free market), so that entrepreneurs can get more remuneration on a competitive basis; ensuring freedom of competition to reliably restrain prices; the transition from licensing to insurance in order to prevent corruption risks in the process of new players entering market, close attention to old participants and, at the same time, real compensation for consumer losses in the event of supplier default; moving from the practice of the proposed types of activities to the practice of voluntary contracts in order to stimulate the emergence of new products (markets); de-bureaucratization — a decrease in the flow of documents between businesses and the state, as well as a decrease in the number of inspections, carried out by the state and relevant authorized state authorities.

State regulatory policy should open the potential for realizing opportunities, employing [4]:

- coordination of regulatory policy with the needs and specifics of small business entities;
- provision of European parameters of the anti-corruption vector of regulatory policy;

- introduction of quantitative analysis of achieved goals of deregulation;
- strengthening of state and public platforms for the formation of deregulation policy and control over its implementation.

Ukrainian experts have determined that “deregulation of entrepreneurial activity is a priority for the current economic policy of the state. To do this, qualitative changes in the system of state regulation of entrepreneurial activity are implemented by including deregulation mechanisms and reducing regulatory pressure on entrepreneurship. The priority of deregulation reform to restore the positive dynamics of economic development and improve the conditions for doing business in Ukraine” [10, p. 28].

2. Decentralized construction management. Based on the results of O. Nepomnyashchy's research, the decentralization of state regulation is based on the principles of subsidiarity, according to which the competence of central bodies of state power gradually acquires the status of an additional, auxiliary in relation to the competence of those entities, bodies, and organizations that manage at lower levels, being remote from the center and close to people [12].

Decentralization means the ability of communities to empower and dispose of resources for their implementation. By this time, powers and resources were concentrated in the center and were distributed along the executive vertical, which made communities dependent and created obstacles to the development of real self-government. Nowadays, the bulk of the funds earned remains in the community, and

its members have the opportunity to decide on what to spend this money [5, p. 8].

The reform creates conditions for the cooperation of communities, as well as provides procedures and the possibility of realization of joint projects in the spheres of culture, sports development, education, healthcare, construction, etc. The flow of funds to the local communities allowed repairing school and sports infrastructure, building new roads, kindergartens, and schools [5, p. 9]. One of the directions of this program is the modernization of outdated housing, buildings in remote and small settlements of the region.

Consequently, the implementation of decentralization measures contributes to the effective development of the Ukrainian state.

3. Regional development and development of local communities. The local budgets provide not only for the efficient functioning of such important areas of activity of the administrative-territorial entity as housing and communal services, engineering and transport infrastructure, housing construction and other capital objects, as well as create additional conditions for their development [13].

S. Schulz notes that such issues of competence of regional authorities as the management of joint ownership objects of territorial communities and the development of a common infrastructure for territorial communities, need to be addressed [17, p. 32]. Based on this, the studies [17, p. 32] systematize activities aimed at regional development and the development of local communities, namely:

- the formation of mechanisms for the decentralization of state powers and their transfer to the regional and local levels in the context of their sufficient financial support;

- coordination of interests of the state, the region and subjects of economic activity;

- a combination of sectoral (branch) and regional policies for the development of individual territories;

- creation of conditions for the functioning of economic entities in the regions that will ensure the use of competitive advantages and contribute to the solution of socio-economic problems of the territories;

- promoting the development of image-oriented economic entities for certain regions.

In the context of decentralization, regional development and the development of local communities have improved significantly. There is provision of housing development at the regional and local levels, the development of infrastructure, including the housing construction progress, simplification of licensing conditions and obtaining permits for construction and business in general, and the possibility of influencing the local business climate.

4. The transition from functional to project management. The question of integrating theoretical approaches into the practice of implementing projects and programs is of particular relevance in Ukraine because of the need to improve manageability under complex organizational conditions: time limits, a decrease in financial sustainability, and optimization in the use of resources [15, p. 6].

The transition to efficient public administration requires planning of the activities of public authorities and its focus on the results. This leads to the need to build a structure of public authorities in accordance with the goals and objectives that public authorities have to handle [3, p. 26].

The project-oriented management approach in today's conditions necessitates the transformation of the domestic project management system (both at the regional level and at the level of an individual object) in order to actively implement international standards of project management. The project management approach focuses on the observance of clear parameters in terms of time, financial, material, and labor resources [15 p. 6].

5. *Project management based on the principles of risk management.* Project management based on the principles of risk management is a special area of activity of the Ukrainian state, on which the implementation of tactical and strategic goals largely depends. Principles and approaches to the project management are applied in the kind of activity, which requires evaluation, proper planning, and implementing related tasks.

Research [1, p. 119] found that regardless of the type, the risk undergoes several stages of managing, in any case:

- risk analysis of construction products;
- risk control during the construction process;
- risk financing, including funds for insurance in the construction industry.

A proper organization of the risk management system facilitates organizing the following processes in a clear and timely manner:

- quickly identify risks;
- analyze and make risk assessments;
- carry out the development of effective measures to counteract the occurrence of risks;
- develop measures to minimize the degree of risk.

The use of a systematic approach to identifying the causes of risks and the selection of optimal methods for their assessment will allow for efficient project management based on the principles of risk management in the construction industry.

Therefore, analyzing modern approaches to the regulation of socio-economic relations in construction, it should be borne in mind that the instability of historical approaches to the regulation of the construction industry has a significant impact on the development of modern approaches and mechanisms. The introduction of modern approaches to improving state regulation in construction undoubtedly contributes to the improvement of economic indicators in the construction sector, with the provision of competing positions in the international stage.

Conclusions and prospects for further research. There are five main modern approaches to the state regulation of socio-economic relations in construction defined: 1) deregulation of entrepreneurial activity; 2) decentralization of construction management; 3) regional development and development of local communities; 4) transition from functional to project management; 5) project management based on the principles of risk management.

The analysis of these conceptual approaches to the state regulation of

socio-economic relations in construction reveals the main trends in the development of state regulation, as well as identifies the positive aspects of the introduction of such modern approaches and forms the priority directions of the state economic policy. The introduction of modern trends to improve the state regulation and use certain approaches to state regulation of socio-economic relations in construction should contribute to the improvement of economic indicators, promotion of competitiveness in the construction industry on the international scene.

The analyzed results of the study of the mechanisms of state regulation of socio-economic relations in construction have shown that, under current conditions, these mechanisms have their own characteristics, in particular: there is a growing need for systematization of methods of state regulation of socio-economic relations in construction and timely monitoring of both state regulation and implementation results of its individual methods, as well as mechanisms of state regulation should be modernized.

The complex issue of the functioning of state regulation mechanisms and the efficient application of approaches to state regulation of socio-economic relations in construction require further scientific studies.

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INFORMATIONAL AND COMMUNICATIVE POLICY AS AN INSTRUMENT FOR STRENGTHENING OF INTERACTION OF STATE AND CHURCH

Abstract. This article is devoted to one of the topical issues in state governance — the development and strengthening of constructive interaction between the Church and the state. An important factor in the dialogue between the state and religious organizations is the information and communicative policy.

The expediency of analyzing the current state of relations between the state and the Church in Ukraine is confirmed by the need to develop new models of state-church relations that meet the requirements of a modern democratic country and a developed civil society. After the collapse of the atheistic regime of the Soviet Union, in the context of globalization processes, the comprehensive introduction of information technologies and the establishment of a humanistic concept of the development of mankind, religious problems of understanding life take on new meaning. The development of church communication in this new spiritual, social, economic and political reality is experiencing a certain transformation. The deepening of religiosity, spirituality and morality of a modern person

becomes a part of the system of government, and the relationship between the Church and the state is a necessary condition for the further development of the modern world. Without taking into account the religious factor, it is difficult for the state to build a harmonious system of social relations.

The urgent issues of state and Church relations remain key to public administration. That is why it is so important to identify the main contours of information and communication policy, the theoretical and methodological principles of relations between the state and religious organizations. Such a problem becomes important in the context of the strengthening of the influence of the Christian Churches of Ukraine on the processes of building a democratic society.

The urgency of this topic is due to the fact that the problems of relations between the state and the Church are constantly in the focus of state leaders, leaders of political parties, church hierarchs and scholars. Information and communicative policy of the state in the field of religion was and remains the subject of constant discussions between theorists and practices of public administration.

In the course of the analysis, the author determines that the state's information and communicative policy in the field of religion and the development of the church communication themselves have great potential, but scientists and managers do not sufficiently take into account the direct influence of the Church on the life of Ukrainian society. In addition, the author points out ways to expand the dialogue between the Church and the state. The types of church communication are studied. It is determined that effective organization of church communication and information and communicative policy of the state in the field of religion, which corresponds to the principles of democracy, freedom of speech and beliefs, contribute to a significant strengthening of the spiritual unity of the people.

In conclusion, the author provides solutions to possible problems in the development of church communication. At the current stage of development of the Ukrainian state, due to the emergence of political and social problems and tensions in society, the need for the integration of religion, Christian theology, and the social doctrine of the Church in the processes of state formation has also increased. At the same time, the emergence of global problems of humanity leads to the need to use the synergy of religion and science, the search for solutions to world conflicts by combining the efforts of representatives of religion, state, political forces and civil society. Accordingly, the author points to the need for a permanent dialogue between the Church and the state.

Keywords: dialogue, interaction, communication, state, informational and communicative policy, social doctrine of the Church, mission, religion, civil society, freedom, democracy.

ІНФОРМАЦІЙНО-КОМУНІКАТИВНА ПОЛІТИКА ЯК ІНСТРУМЕНТ ПОСИЛЕННЯ ВЗАЄМОДІЇ ДЕРЖАВИ ТА ЦЕРКВИ

Анотація. Розглядається одна з актуальних тем в державному управлінні — розвитку та посиленню конструктивної взаємодії Церкви та держави.

Важливим фактором діалогу держави та релігійних організацій є інформаційно-комунікативна політика.

Доцільність аналізу сучасного стану взаємовідносин держави та Церкви в Україні підтверджується необхідністю розроблення нових моделей державно-церковних відносин, які б відповідали вимогам сучасної демократичної країни та розвиненого громадянського суспільства. Після краху атеїстичного режиму Радянського Союзу, в умовах процесів глобалізації, всебічного впровадження інформаційних технологій та встановлення гуманістичної концепції розвитку людства, релігійна проблематика осмислення буття набуває нового значення. Розвиток церковної комунікації у цій новій духовній, соціальній, економічній та політичній реальності зазнає певної трансформації. Поглиблення релігійності, духовності й моральності сучасної людини – стають складовою системи державного управління, а взаємовідносини Церкви та держави – необхідною життєвою умовою для подальшого розвитку сучасного світу. Без урахування релігійного чинника державі важко вибудувати гармонійну систему суспільних відносин.

Актуальні питання взаємовідносин держави та Церкви залишаються ключовими для державного управління. Саме тому необхідно визначити основні контури інформаційно-комунікативної політики, теоретико-методологічні засади взаємовідносин держави та релігійних організацій. Така проблематика набуває важливого значення у контексті посилення впливу Християнських Церков України на процеси розбудови демократичного суспільства.

Актуальність цієї теми обумовлена тим фактом, що проблеми взаємовідносин між державою та Церквою постійно перебувають у фокусі державних керманів, лідерів політичних партій, церковних ієрархів та науковців. Інформаційно-комунікативна політика держави у сфері релігії була і залишається темою постійних дискусій між теоретиками та практиками державного управління.

У ході аналізу визначено, що інформаційно-комунікативна політика держави у сфері релігії та розвиток самої церковної комунікації мають великі можливості, однак науковцями та управлінцями недостатньо враховується безпосередній вплив Церкви на життя українського суспільства. Крім цього, автор вказує напрями розширення діалогу Церкви та держави. Детально вивчені види церковної комунікації. Визначено, що ефективна організація церковної комунікації та інформаційно-комунікативна політика держави у сфері релігії, яка відповідає принципам демократії, свободи слова та віросповідань сприяє суттєвому зміцненню духовної єдності народу.

У висновку пропонується шляхи вирішення можливих проблем розвитку церковної комунікації. На сучасному етапі розвитку української держави, через виникнення політичних і соціальних проблем, напруженості у суспільстві зростає також необхідність інтегрованості релігії, християнської теології, соціального вчення Церкви у процеси державотворення. Водночас виникнення глобальних проблем людства спонукає до необхідності застосу-

вання синергії релігії та науки, пошуку способів розв'язання світових конфліктів шляхом об'єднання зусиль представників релігії, держави, політичних сил та громадянського суспільства. Виходячи з цього автор вказує на необхідність постійного діалогу Церкви та держави.

Ключові слова: діалог, взаємодія, комунікація, держава, інформаційно-комунікативна політика, соціальне вчення Церкви, місія, релігія, громадянське суспільство, свобода, демократія.

ИНФОРМАЦИОННО-КОММУНИКАТИВНАЯ ПОЛИТИКА КАК ИНСТРУМЕНТ УКРЕПЛЕНИЯ ВЗАИМОДЕЙСТВИЯ ГОСУДАРСТВА И ЦЕРКВИ

Аннотация. Рассматривается одна из актуальных тем в государственном управлении — развитие и укрепление конструктивного взаимодействия Церкви и государства. Важным фактором диалога государства и религиозных организаций является информационно-коммуникативная политика.

Целесообразность анализа современного состояния взаимоотношений государства и Церкви в Украине подтверждается необходимостью разработки новых моделей государственно-церковных отношений, соответствующих требованиям современной демократической страны и развитого гражданского общества. После краха атеистического режима Советского Союза, в условиях процессов глобализации, всестороннего внедрения информационных технологий и установления гуманистической концепции развития человечества, религиозная проблематика осмысления бытия приобретает новое значение. Развитие церковной коммуникации в этой новой духовной, социальной, экономической и политической реальности испытывает определенную трансформацию. Углубление религиозности, духовности и нравственности современного человека — становятся частью системы государственного управления, а взаимоотношения Церкви и государства — необходимым жизненным условием дальнейшего развития современного мира. Без учета религиозного фактора государству трудно выстроить гармоничную систему общественных отношений.

Актуальные вопросы взаимоотношений государства и Церкви остаются ключевыми для государственного управления. Именно поэтому так важно определить основные контуры информационно-коммуникативной политики, теоретико-методологические основы взаимоотношений государства и религиозных организаций. Такая проблематика приобретает важное значение в контексте усиления влияния Христианских Церквей Украины на процессы развития демократического общества.

Актуальность этой темы обусловлена тем фактом, что проблемы взаимоотношений между государством и Церковью постоянно находятся в фокусе государственных руководителей, лидеров политических партий, церковных иерархов и ученых. Информационно-коммуникативная политика государства в сфере религии была и остается темой постоянных дискуссий между теоретиками и практиками государственного управления.

В ходе определяет, что информационно-коммуникативная политика государства в сфере религии и развитие самой церковной коммуникации имеют большие перспективы, однако учеными и управленцами недостаточно учитывается непосредственное влияние Церкви на жизнь украинского общества. Кроме этого, автор указывает направления расширения диалога Церкви и государства. Подробно изучены виды церковной коммуникации. Определено, что эффективная организация церковной коммуникации и информационно-коммуникативная политика государства в сфере религии, соответствующая принципам демократии, свободы слова и вероисповедания способствует существенному укреплению духовного единства народа.

В заключении предложены пути решения возможных проблем развития церковной коммуникации. На современном этапе развития украинского государства, из-за возникновения политических и социальных проблем, напряженности в обществе возросла также необходимость интеграции религии, христианской теологии, социального учения Церкви в процессы государственного строительства. Одновременно возникновение глобальных проблем человечества подводит к необходимости применения синергии религии и науки, поиска способов решения мировых конфликтов путем объединения усилий представителей религии, государства, политических сил и гражданского общества. Исходя из этого, автор указывает на необходимость постоянного диалога Церкви и государства.

Ключевые слова: диалог, взаимодействие, коммуникация, государство, информационно-коммуникативная политика, социальное учение Церкви, миссия, религия, гражданское общество, свобода, демократия.

Formulation of the problem. The importance and necessity of a thorough scientific and theological comprehension of issues of church communication is that the multifaceted development of religious communities, the social mission of the Church, the development of a democratic and civil society, the free access of the believer to information, the comprehensive processes of globalization, modernization are important factors not only in the development of modern democratic state, but also new models of religious life.

After all, it is a question of the spiritual responsible position of a Christian for his sacred mission of proclaim-

ing the Gospel, the spiritual values of Christianity. It is known that the concept of “communication” in modern science is widely used. Communication is seen by scholars in a broad context: “as a system in which the interaction process is carried out and communication methods are used that allow the creation, transmission and reception of various information” [1, p. 8].

Analysis of recent publications on the subject. It should be emphasized that scientists made a significant contribution to the study of theoretical problems in introducing communicative concepts and technologies in Ukraine: G. Shchokin, V. Kozakov,

A. Radchenko, A. Antonova, E. Afonin, V. Bebig, M. Bilynska, V. Rebkalov, V. Rizun, E. Romanenko, A. Savkov, S. Seregin, G. Sitnik, I. Suray, S. Tele-shun, I. Chaplya, D. Kislov, M. Holovaty, O. Buhtatyi.

This means the need to consider the existence of the human person, the family, the state and humanity in direct contact with God, Who is considered by theology as the ruler of Genesis, and as the cause of Genesis. It is clear that by applying the spiritual paradigm of life, human development and theological approach in public administration, it is possible to carry out a synthesis involving the use of scholars to study biblical revelation, the social teachings of the Church, and public and political theology.

The need for a dialogue of science and religion and the formation of an integrated scientific and theological outlook is drawn to the attention of Western Christian theologians: G. Kung, R. Hayes, T. Wright, R. Niebuhr, D. Carson, P. Nullens, R. Michaner, K. Deyang, P. Kelm, D. Brue, P. Jensen, D. McLeod, E. Clawney, R. Lethem, S. Ferguson, P. Penner, J. Raymer, R. Buck, C. Chester, S. Hawervax, R. Christopher, D. Stott, W. Brugheman.

A significant contribution to the study of the theoretical problems of communication of the Church, the state and Ukrainian society was made by famous scientists, in particular: A. Kolodny, M. Marinovich, V. Bondarenko, V. Yelensky, S. Zdiorkuk, A. Sagan, L. Filipovich, P. Yartotsky, R. Nebozhuk, Y. Chernomorets, A. Aristova, A. Nedavnya, T. Gavriluk, V. Shevchenko, V. Petrenko, P. Pavlenko, A. Buchma, M. Cherenkov, V. Chemeris, V. Sergychuk, F. Medvid,

J. Gritsak, M. Getmanchuk, A. Arzhakovsky, A. Zinchenko, G. Shchokin, M. Golovaty, E. Romanenko, A. Radchenko, V. Pasechnik, M. Piren.

The multifaceted processes of communication between the Church and the state, important issues of state formation, the problems of interaction between the Church and the state, issues of the information and communicative space have found their weight in the work of church figures. Metropolitan Andrey (Sheptytsky), Cardinal Josyf (Slipyj), Metropolitan Volodymyr (Sabodan), Patriarch Filaret (Denisenko), Cardinal Lubomyr (Husar), Metropolitan Sviatoslav (Shevchuk), Metropolitan Alexander (Drabinko), Bishop Boris (Gudziak), Archimandrite Cyril (Govorun), priest Petro S. Balog.

Among the Ukrainian scholars, scientific institutions, public associations, which have done most of all for the effective interaction of religion and society, one should highlight the activities of the Ukrainian Association of Religious Studies (A. Kolodny), the Center for the Study of Religions (V. Yelensky), the Department of Cultural Studies at the Faculty of Philosophy Education and Science National Pedagogical University named after M. P. Dragomanov (V. Bondarenko), Spiritual and Educational Center named after the Holy Apostles at the IAPM.

Problems of state information and communicative policy and church communication are discussed at conferences and scientific seminars quite actively, but despite a number of publications and fundamental researches on this topic, numerous issues of dialogue between the Church and the state at

the present stage of Ukraine's development remain unresolved.

Formulation of the problem. The purpose of the article is to analyze information and communication policy as an instrument for strengthening the interaction of the state and the Church at the present stage of development of Ukrainian society.

The presentation of the main material. Studying important aspects of public administration in the field of religion, the main directions of the social doctrine of Christianity in the context of the mission of the Christian Churches, it is important to focus on the acute actual theological problem of the church mission itself. In this case, it is not just about the content of the church proclamation of the Gospel in the temple, not only that the Church preaches among the parishioners, but also what should be done in theological science in order for the church's sermon in the modern conditions to be vital, understandable, effective, actual and popular for modern society. After all, Christian theology is not only a philosophical deepening in dogma, canon law, moral teaching of the Church. Theology is a special preaching of the Church of truth, of God's thought about man, nature and the world. That is why, to convey in understandable language to modern man the main aspects of social thought of Christianity, which relate to issues of politics, state, geopolitical interests, economics, law, information development and comprehensive processes of modern communication, is an important condition for the fruitful mission of the Church in the modern world.

It should be noted that from our point of view, the new paradigm of

Ukrainian state formation must take into account not only the achievements of philosophy, political science, public administration, economics, public administration, but also theological thought, religious processes of society development. It is about the formation of a new spiritual paradigm of state-building. Its core should be the understanding of the integrity of the spiritual and material life of the modern man, which is harmoniously connected with the theological category of being, the awareness of the spiritual mission of man, with the approval of the importance of spiritual ideals, morality, and religious values in the formation and implementation of state policy and state governance. This is what the Supreme Archbishop, the Head and the Father of the UGCC, His Beatitude Sviatoslav (Shevchuk) said: "Now in Ukraine, we are witnesses the birth of something new. It gives rise to optimism, because it is better than what was yesterday ... The state opens its Christian roots and wants to be guided by the social doctrine of the Church, which at the same time is an instrument of the evangelization of society" [2, p. 17].

The theological approach to public administration involves a constructive dialogue between secular science and church institutions. Consequently, the analysis of scientific developments of secular scientists suggests that the concept of "communication" is the subject of the study of modern science. But the issue of the influence of church communication on the formation of a modern Ukrainian state and the development of civil society in Ukraine has not yet become a special object of scientific research of church scholars. Conse-

quently, the relevance of studying the problems of information and communication policy as an instrument for enhancing the interaction between the state and the Church is beyond doubt.

In our opinion, the further deepening of the communication between the Church and the state begins to depend on information and communication technologies. The technologies intensify the development of innovative means of church sermon, the interaction of clergy and parishioners, political institutions and religious communities. Of course, it's primarily about the Internet, social networks and other various electronic communications. Obviously, modern processes of globalization, informatization, development of modern computer technologies have created the foundation for a fundamentally new system of communicative connections of the Church, state, society. The new systems of communication also influence the theological comprehension of the realities of the existence of mankind. The interest in the comprehensive study of the achievements of the contemporary theological thought of the world has led to the use and adaptation by the church institutions and communities of information and communication technologies. Church unity, communication, prayer unity, discussion of the real existing church problems of Christian life constantly require effective means of interaction between the Church, civil society and the state.

It should be noted that in the church life of Ukraine, unlike in Russia, Christians (ordinary parishioners) try to establish a dialogue between the church hierarchy, priests and laity. To introduce in church communication an equal ex-

change of theological thoughts about the life of parishes, autocephaly, the independence of the Churches, to give a certain frank Christian assessment of political phenomena and processes of state creation, of national construction, and ultimately to reconcile the social realities of the Ukrainian society with biblical revelation, Christian theology and morality. The well-known scholars Y. Romanenko, V. Kozakov, O. Rashkovskaya, V. Rebkalo, I. Chaplay emphasize: "The particular significance is the will of political, religious and other convictions, freedom of speech, as well as the right and the opportunity to express their opinions freely, to freely seek, receive and distribute all kinds of information and ideas regardless of state borders, if they do not contradict humanistic principles" [1, p. 57].

Based on the above-mentioned reflections, we note that the religious life of society, as well as individual events of human life, largely depend on personal righteousness, religious instruction of religious institutes and theological views on the world. In our opinion, public administration should study the foundations of the life of society precisely through studies of the religious behavior of people and their inner world [3, 4]. This means that it is impossible to explain human behavior with only one direct influence on the human personality of politics, economics, ideology and biological phenomena of nature. Even the history of mankind proves that the circumstances may be one and the same, and the behavior of people is different. Therefore, Christian theology studies the rich and complex inner world of man and his spiritual teachings of behavior and can

greatly enrich modern scientific developments in the field of public administration.

From the point of view of church communication and the Christian doctrine of the world, the external environment affects a person, but each person responds to external stimuli depending on their own spiritual notions of the world, moral values, the basis of which for a Christian is faith in God. It is not difficult to notice that certain spiritual phenomena in the life of the Church, important events in the history of mankind are preceded by appropriate spiritual ideas about God, the Church, the world and society. Christian social thought sees the development of society in the creation and affirmation of the Truth of God. Christianity is a real power and spiritual wealth of the life of society [5, 6].

Thus, it is quite right that scientists dealing with issues of state information and communication policy in the field of religion are studying the issues of divine justice in the life of mankind, the higher spiritual meanings of being, the cardinal transformation of the whole world in the context of religion. And scholars need to show the real impact of these spiritual values on the construction of a just society based on religious ideas of a modern man. Orthodoxy, according to the social thought of Christianity, must unite society in the process of arrangement of all spheres of human existence in the light of the Gospel, but taking into account the real forces of sin and spiritual subjugation.

Researchers have to admit that not all people live according to the laws of love, mercy and forgiveness, as required by Christian morality. But this does not

mean that the preaching of the Church of Christ is utopian and unrealistic in this earthly world. If the law of love did not dominate in human relationships, society would cease to exist and develop. Christianity for a religious thinker is a religion of love, in love he sees the meaning of life, the ideal of spiritual perfection and the basis of social existence. In the history of ethics and philosophy there are different views on the origin and essence of morality: some scientists believe that man is by nature good and has no sin. Others claim that man is an animal, and the affirmation of power, will and power in society is the natural aspiration of the human person. For the Christian theologian, serving God, the creation of good, the pursuit of good, love, light, truth is the practice of Christian life, and not the abstract theories of morality. From this position, faith in God, service to the Church is fully justified and spiritually saved, liberating for a person, favorable for his spiritual growth and social development [5, 6].

God, according to the teachings of the Church, sends man the opportunity to perfect and spiritualize the entire universe. From here, the Christian has a bright faith in the high phenomena of grace and virtuous life. Sin is, first of all, the limit of human being, the impoverishment of virtue, the loss of the integrity of life and harmony. The path of social development, according to the social thought of Christianity, runs through the desert of spiritual struggle, asceticism, moral comprehension of human life, and the restoration of the Christian search of God. The spiritual peace of man is the starting point for all other forms of peace, which together

form the precondition for the prosperity of a particular person and society.

It is clear that society is a collection of people, united by specific interests, needs or mutual relationships and activities. This means that to study the dialogue of the Church, the state and society with a greater or lesser degree of probability is available only on the basis of the study of complex connections between the constituent elements of society. It is important to say that, on the one hand, the theological thought of Christianity fits into a common, unified system of modern science, and on the other hand, it has its own peculiarities and distinctive features.

In our opinion, today there is every reason to say that the Christian doctrine of society explains social phenomena and spiritual transformations in the light of Divine Revelation – Holy Scripture (Bible) and Holy Tradition of the Church [7, p. 304–334]. In our time, theology, apparently, is the only system of human knowledge that preserves the orientation towards the Word of God.

Sociology, economics, political science and even law, irrevocably went into the sphere of empiricism. Before the Christian social thought is the task of disclosing the spiritual history of mankind, the higher meanings of human existence [2, p. 58–59]. There is no doubt that the spiritual crisis of a modern man is due to the decline of morality, the extinction of religious faith and utilitarianism. The Church boldly and directly tells the modern Christian that through sin the whole world plunges into the abyss of political deception, ideological lies, vice and deceit. In the face of atheism and ma-

terialism, Christian theology acts as a permanent spiritual opposition.

The indispensable foundation of the Christian doctrine of society is the Holy Scriptures and the Holy Tradition of the Church. An appeal to Christian sociology is one of the important directions of Orthodox theology. However, we note that, despite the priority of social themes in the scientific development of certain Christian scholars, the view is expressed that for social prayer and spiritual life, the social thought of the Church is not obligatory. Moreover, it is not so much about criticizing the processes of modern life, as about the narrowness, limited representations of some Christians about society. Most of these false and distorted notions of society were inherited by Christians through sectarianism, but many, even from pious believers, still remain supporters of the social isolation of church parishes.

We emphasize that deep and careful study of the social thought of Christianity, state information and communicative politics in the field of religion allows a scientist in public administration to see new facets of theological doctrine of society. Behind theological thought of the Church there is a huge history of humanity and social action of Christianity in history, not just spiritual reflections on prayer and virtues. It is not by chance that the best social and religious thinkers of mankind have always opposed the passivity of Christians and welcomed the full active participation of the Christian not only in the preservation and protection of the true teaching of the Church, but also in the multifaceted processes of social and political life.

Numerous theologians, religious thinkers, while contemplating the problems of social life, church communication, questions of the dialogue of the Church and the state, turned not only to the Word of God, but also studied scientific political science and philosophical developments. It is important to recall that from the point of view of political theology, the Christian doctrine of society, illuminated by the Gospel, liberates our lives from any political demagoguery and ideological manipulation. Today, Christian sociology has already gained recognition in modern science. A large number of books devoted to the interaction of the Church and society, Christianity and the state have been published, and research literature dealing with social science is already extremely broad in the scientific and theological reflection.

We note that the social thought of Christianity is a holistic doctrine of society, combined with the ethical theory of Christian asceticism and the idea of educating a human person in the light of the Gospel. Within this framework of this concept, the scientist operates with the concepts of “virtue”, “holiness”, “wisdom”, “obedience” [2, p. 11–18]. More meaningful thoughts of theologians about society can be represented by a number of concepts and ideas, such as:

- active service of man to God and neighbor;
- the real works of charity and love of a Christian in the name of God;
- The Church of Christ as the Body of Christ in the life of society.

In the history of mankind, thousands of volumes of sociology, philosophy and problems of social development are written. Since ancient times, people

have tried to explain the structure of society, family, state, pay attention to the dynamics of interpersonal relationships and human sins that destroy the harmony of life of society. Therefore, the social thought of the Church as a scientific and theological discipline arises at the intersection of social philosophy and moral theology. The life of the Church and society are arranged by people, while in their everyday secular and church activities they are guided by spiritual ideals, moral principles, religious beliefs about God, the world and man [8].

Conclusions and perspectives of further research. Despite the significant improvement of state information and communication policy in the field of religion in recent years, scientists have not lost some of their atheistic ideas about the role and significance of religion in society. Therefore, there is a need to review existing approaches of government to religion and church life, to apply new models through which partnerships between churches, territorial communities and public administration can be provided. Public administration should be more integrated into religious issues, dynamically consider the dialogue of science and religion, that is, keep up with the realities of modern life, while foreseeing the spiritual processes of church communication, directing and paving the way for their realization in favor of a democratic society.

From the above we can draw some general conclusions. The possibility for the laity to directly participate in the discussion of church problems, issues of state development, and the authorities to interact with religious communities in resolving a wide range of social, eco-

conomic and legal problems of parishes — is evidence of a new constructive state policy in the field of religion. Consequently, we can conclude that certain positive spiritual reformations of the life of many church parishes, the democratization of the social life of Ukraine are associated with innovative information processes and the development of communication. This makes the modern church life more mobile, efficient, alive and accessible to modern humans. At the same time, it should be added that the interaction of the Church, state and civil society is constantly taking place in democratic states.

Missionary, the service of the Church in modern society is impossible without appropriate social action, the development of the concept of church communication, the communion of the clergy with scholars. From the standpoint of social science communication is the relations of the parties aimed at achieving a certain goal. It is clear that the church sermon addressed to the contemporary should take into account not only the Church's doctrine of society, but also a number of social factors:

- the meaningful part, that is, for what the interaction of the Church, state and society is carried out, what is the purpose of dialogue between the Church and the state, church institutions and civil society;

- a structure that manifests itself in a certain form, in which the interaction of the Church and society, in fact, is taking place;

- concrete actions of the clergy, through which the dialogue between the Church and society is carried out.

Effective church communication, reflecting the interaction of the

Church and the state, is provided only in the conditions of the processes of democracy, the development of information technologies and the process of informatization of the socio-political relations of the modern world. That is, the presence of modernization processes, the formation of the social service of the Church, the theological education, the dialogue of science and religion, and the high level of information technology development is a necessary element of the development of interaction between the Church and the state.

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THE PROBLEMS OF FORMATION OF NEW A NEW OVERVIEW POLITICS IN THE EDGE OF THE SWITH AS ONE OF THE PRESENT MINDS OF THE ESSENTIAL PROGRESSIVE ROLLING

Annotation. The article is devoted to the actual problems of theoretical substantiation of the essence of the new educational policy in the XXI century. The analysis of key aspects of radical reorganization of such a policy in the world and in modern Ukraine is underway. Attention is drawn to the essence of the new educational policy for modern Ukraine in accordance with the world and national transformational processes. It is proved that from the world, European educational policy, the practice of its realization should creatively take all the most valuable – the democratization of education, the autonomy of educational institutions, the participation of the public in the implementation of educational policy. Another is the model of education in Ukraine in terms of specialties, specializations: it is entirely determined by the nature of economic and economic development, that is, the system of market economy. The same applies to the spiritual and educational processes in the education system, directly in separate educational institutions. In Ukraine we have our own large, progressive and

interesting models and the experience of pedagogical, educational work in various educational institutions, and therefore it is not necessary to take blindly the experience of other countries: we are still forming some kind of faceless, cosmic, general civilization personality – the human being of the world, as they say, – the own, Ukrainian citizen, who, above all, should have inherent, in addition to general human, purely national traits and character. Without them, by the way, the young citizen is not able to creatively perceive and use in his life and activities the best human values and samples. It was emphasized that in foreign theories of the new educational policy two main points can be seen that should be taken into account when developing such a policy in Ukraine:

- a) update the educational process in all parts of education;
- b) changes in technologies and mechanisms of education management;

Although both aspects are important for the state (government) as the main subject of the new educational policy in Ukraine, it is nevertheless concluded that the former is more in the authority of the institution itself, and the latter is directly under the jurisdiction of the state.

Keywords: education; new educational policy; innovative character of education; state administration education.

ПРОБЛЕМИ ФОРМУВАННЯ НОВОЇ ОСВІТНЬОЇ ПОЛІТИКИ В КРАЇНАХ СВІТУ ЯК ОДНА З НАЙВАЖЛИВІШИХ УМОВ ЇХ ІННОВАЦІЙНОГО, ПРОГРЕСИВНОГО РОЗВИТКУ

Анотація. порушено актуальні проблеми теоретичного обґрунтування сутності нової освітньої політики у XXI ст. Проаналізовано ключові аспекти радикальної перебудови такої політики у світі й сучасній Україні. Звертається увага на суть нової освітньої політики для сучасної України відповідно до світових і національних трансформаційних процесів. Доведено, що зі світової, європейської освітньої політики, практики її реалізації слід творчо взяти все найцінніше: демократизацію освіти, автономізацію навчальних закладів, участь громадськості в реалізації освітньої політики. Інша справа – модель освіти в Україні щодо спеціальностей, спеціалізацій: вона цілком визначається характером економіко-господарського розвитку, тобто системою ринкового господарювання. Це стосується і духовно-виховних процесів в системі освіти, безпосередньо в окремих навчальних закладах. Україна має власні прогресивні й цікаві моделі, а також великий досвід педагогічної, виховної роботи в різних закладах освіти. Отже, сліпо переймати досвід інших країн не слід: формуємо все ж не якусь безлику, космічну, загальноцивілізаційну особистість, – людину світу, як кажуть, – а власного, українського громадянина, якому насамперед мають бути притаманні, крім загальнолюдських, суто національні риси і характер. Без них, до речі, молодий громадянин не в змозі творчо сприйняти і використовувати у своєму житті і діяльності кращі загальнолюдські цінності і зразки. Підкреслено, що в зарубіжних теоріях нової освітньої політики проглядаються два основних моменти, які слід було враховувати і при розробці такої політики в Україні:

- а) оновлення навчально-виховного процесу в усіх ланках освіти;
- б) зміни в технологіях і механізмах управління сферою освіти.

Хоча обидва аспекти важливі для держави (влади) як основного суб'єкта нової освітньої політики в Україні: перше — більше належить до повноважень самого навчального закладу, а друге — безпосередньо знаходиться у віданні держави.

Ключові слова: освіта; нова освітня політика; інноваційний характер освіти; державне управління освітою.

ПРОБЛЕМЫ ФОРМИРОВАНИЯ НОВОЙ ОБРАЗОВАТЕЛЬНОЙ ПОЛИТИКИ В СТРАНАХ МИРА КАК ОДНО ИЗ ВАЖНЕЙШИХ УСЛОВИЙ ИХ ИННОВАЦИОННОГО, ПРОГРЕССИВНОГО РАЗВИТИЯ

Аннотация. Затронуты актуальные проблемы теоритического обоснования сущности новой образовательной политики в XXI в. Анализируются ключевых аспекты радикальной перестройки такой политики в мире и в современной Украине. Обращено внимание на сущность новой образовательной политики для современной Украины в соответствии с мировыми и национальным трансформационными процессами. Доказано, что из мировой, европейской образовательной политики, практики ее реализации следует взять все наиболее ценное: демократизацию образования, автономизацию учебных заведений, участие общественности в реализации образовательной политики. Другое дело — модель образования в Украине относительно специальностей, специализаций: она всецело определяется характером экономико-хозяйственного развития, т. е. системой рыночного хозяйствования. То же самое касается и духовно-воспитательных процессов в системе образования, непосредственно в отдельных учебных заведениях. Украина имеет собственные, прогрессивные и интересные модели, а также большой опыт педагогической, воспитательной работы в разных заведениях образования, а поэтому слепо перенимать опыт других стран не следует: формируем все же не какую-то безликую, космическую, общецивилизационную личность, — человека мира, как говорят, — а собственного, украинского гражданина, которому прежде всего должны быть присущи, кроме общечеловеческих, сугубо национальные черты и характер. Без них, кстати, молодой гражданин не в состоянии творчески воспринять и использовать в своей жизни и деятельности лучшие общечеловеческие ценности и образцы. Подчеркнуто, что в зарубежных теориях новой образовательной политики просматриваются два основных момента, которые следовало бы учитывать и при разработке такой политики в Украине:

- а) обновление учебно-воспитательного процесса во всех звеньях образования;
- б) изменения в технологиях и механизмах управления сферой образования.

Оба аспекта важны для государства (власти) как основного субъекта новой образовательной политики в Украине: первое больше относится к пол-

номочиям самого учебного заведения, а второе непосредственно находится во ведении государства.

Ключевые слова: образование, новая образовательная политика, инновационный характер образования, государственное управление образованием.

Formulation of the problem. Education in the modern world from the end of the twentieth century began to radically transform. The dominant factors causing such processes were globalization, informatization, intensive market transformations, various innovation and other processes, especially, which manifest themselves in the post-industrial societies that are turning into the information state. The above and other processes have put forward qualitatively new tasks before education, besides science and education have also begun to acquire more and more the qualities of a product, and not just the basis, the factor of education, professional training of a person, the formation of personality. The above demanded a substantial rethinking of the essence of the educational policy, as the most important component of the state social policy, and, ultimately, of public administration in such a sphere of public life as education.

Analysis of the state of scientific development of issues related to educational policy allows you to: a) comprehend and clarify the essence of the development of education; b) understand the state and needs of improving the state policy in education and the problems of the practical implementation of such a policy.

The proclamation of independence of Ukraine, the creation of a fundamentally new statehood (the formation of

a political system, a political regime), the formation of market economics, the formation of fundamentally different, as previously, relations between the state and civil society and others, required a fundamentally new way to build an educational sphere.

A new paradigm of the educational policy in modern Ukraine is now being studied in detail by specialists in various fields of knowledge, among which the theoretical and practical developments of such scholars as V. Andrushchenko, N. Golovaty, O. Demyanchuk, V. Zhuravsky, G. Kasyanov, V. Kirichuk, V. Korsak, V. Kremen, V. Nikitin, S. Nikolaenko, V. Savelyev, I. Semenets-Orlova, T. Finikov, G. Shchokin and others.

Most researchers of this issue emphasize that the need to develop a new educational policy for Ukraine is due to a number of the following objective circumstances [1]:

inconsistencies in many criteria of education in Ukraine with the contemporary challenges of the globalization, informatization and democratization, development and the needs of a market economy;

lack of innovation in the functioning of modern education, which is the subject of deep development of such well-known foreign scientists like M. Albert, V. Avseev, M. Weber, E. Durkheim, M. Mescon, T. Serjo-

vanni, P. Scott, D. Soros, F. Fillipov, A. Khutorskaya, M. Yavorskaya and others. As Ukrainian researcher A. Novitskaya put it figuratively, "The state education policy is formed without taking into account the analytical models of the political science, and the formulated political perspectives of education are situational, are taken without taking public opinion" [2, p. 114].

slow restructuring of the state administration of education provided to educational institutions of greater autonomy, the democratization of the process of training and education of a person (citizen), and others. As noted by the well-known Finnish expert in the field of education P. Salberg, "school reform is a complex and slow process, and haste destroys it" [3, p. 137]. This also applies to higher education.

Objectives of the article. The task is to analyze, isolate and characterize the main problems of the formation of a new educational policy in the countries of the world and mainly in the modern Ukraine, paying attention to what really determines the need for a new educational policy, what should be its main outlines and specificity, what complicates developing and implementing of such policies and how these difficulties could be avoided. It is equally important to decide on which samples are global, European, etc. the new educational policy in Ukraine should be implemented.

Presentation of the main material. Educational policy is: "a) the system of social relations between the state and the subjects of the provision of educational services; b) purposeful strategy of the state to create favourable conditions for the development of the educational

institutions and the education system as a whole, ensuring an appropriate level of educational activity" [4, p. 538].

The models of the educational policy in different countries, although they take into account international practice and national educational aspects, are different. If you try to highlight the most notable priorities in such a policy in general, they concern:

- comprehensive improvement of the quality and effectiveness of training and education as a holistic, formative personality process;
- ensuring maximum accessibility of education, educational services as one of the most important human rights (of an individual);
- increasing the efficiency of funds allocated by the state to education, etc.

Since the policy in education is not just declared, but is also appropriately listed in the country, for its substantive analysis one should take into account primarily the Constitution, Laws, Government decisions of the highest executive bodies of the state in the field of education (ministries, departments).

According to the state of education in the world, in most countries, trends related to investment development and the restructuring of education have come to the fore. "The historical changes that have taken place in the society in recent decades," writes V. Andrushchenko, "require innovative development of the education, that is, the development of the educational system that would ensure its movement in step with the times, with the answer to the challenges that the present and future epochs form" [5, p. 231].

Under the innovative nature of the educational policy we understand:

a) adequate education response to the social needs of the individual and society; b) innovative nature of learning (new educational technologies, techniques, procedures); c) new relationships of educational institutions and much more. "The progressive information society," the Ukrainian researcher I. Semenets-Orlova notes appropriately, "very quickly set a number of new requirements for the national educational systems regarding the skills and abilities that a person must possess in the XXI century. ...The recipient of education has evolved from a passive consumer of information into an active, inventive creator of new knowledge and technologies..." [6, p. 41]. Thus, the educational policy should maximally promote the search, development, introduction of the newest technologies, methods, techniques of teaching, so that a person maximally develops the ability to independently and constantly replenish his knowledge. In many countries, the new education policies are built on the principles and objectives of "Lifelong learning", and countries such as Japan, for example, in educational policy set the task to provide higher education to the entire adult population.

The subjects of the new educational policy in most countries are the state, the executive authorities, etc. However, this is not always the case. For example, in the USA the right to education actually occurs and is guaranteed by the power of individual states (the US Constitution does not mention education at all). In modern Ukraine, on the contrary, the main subject of the educational policy is the state, the highest authorities. It should also be

recalled that the constitutional rights to education (Article 53) in Ukraine actually do not correspond to reality. "The state," written down in the Constitution of Ukraine, "ensures the availability and free of charge (our underscore — O. M.) of preschool, complete general secondary, vocational, higher education in state and municipal educational institutions..." [7, p. 22]. In reality, it does not exist.

It should be emphasized that in foreign theories of the new educational policy two main points can be seen that should be taken into account when developing such a policy in Ukraine:

- renewal of the educational process at all levels of education;
- changes in technologies and mechanisms of the education management.

Although both aspects are important for the state (government) as the main subject of the new educational policy in Ukraine, it should still be said that the former is more in the authority of the educational institution itself, and the latter is directly under the jurisdiction of the state.

Parents, the public, and the civil society in general should have a significantly greater attitude to Ukraine's new educational policy. For example, in the educational policy of England these aspects of education, professional training of a person occupy almost the dominant place [8]. Here not only parents take an active part in teaching the children, but also there are various virtual interscholastic communities, associations of teachers, etc.

Conclusions and prospects for further research.

In the theoretical and methodological terms, it is obvious that the forma-

tion and practical implementation of the educational policy in Ukraine – a society, a country that is radically transformed – requires a specific interdisciplinary study of its essence and patterns, identifying new internal relationships between the subjects of such a policy, its external determinations. The problem of introducing into practical activity of the government bodies in the state, directly in educational institutions at all levels of more sophisticated modern methodologies and methods of analyzing educational policy clearly arises [8].

There are many acute problems in the state educational policy, however, the problem of the state standards in education is initial and quite important. Firstly, such standards are not very well developed in accordance with the needs of the society. For example, the number of specialists in many professions is far from the actual labour market, and in a number of specialties there is generally an overproduction of specialists. As A. Novitskaya writes, “in Ukraine, the state continues to consider itself an arbiter of the quality of education and does not allow education to develop in accordance with the requirements of the consumer – individuals and institutions, regional characteristics” [2, p. 121]. The problem of the regional-territorial placement of the educational institutions of different levels in Ukraine also looks similarly. Thus, historically, that system, for example, of higher educational institutions, which does not justify itself. Here you can add the problem of the departmental subordination of the disadvantaged categories of universities to “their” ministry (health protection,

certain technical universities, military educational institutions, etc.).

For the years of Ukraine’s independence the educators, state officials, and the public tried to formulate and then practically implement in several fairly interesting and valuable documents of national weight, such as, for example, the State National Program “Education” (Ukraine XXI century), the National Doctrine of the Development of Education in Ukraine in the XXI Century and others. However, such programs have not really been implemented.

Separately, it looks like a block of such problems that should answer the question of how to be in the formation of a new educational policy in the modern Ukraine with international, directly European experience in the implementation of such a policy.

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CONDITIONS OF IMPLEMENTATION OF ASYMMETRIC DECENTRALIZATION IN UKRAINE

Summary: The article reveals the essence of asymmetric decentralization as a form of political decentralization, its ideological basis and institutional purpose, defines the conditions that open the prospects of its implementation in Ukraine. It is shown that asymmetric decentralization is a kind of political decentralization the results of which provide regional authorities with unequal powers. Its institutional purpose is to provide regions with relative autonomy in the political, legal, material, financial, ethnocultural or other senses in order to resolve regional conflicts and overcome the separatist sentiment. Such autonomy makes it possible to protect the rights of the citizens and realize the interests of certain historically developed regions, where there are significant differences in historical, cultural, geopolitical, ethno-political, economic plans.

The ideological base of the asymmetric decentralization in Ukraine is the European “new regionalism” that justifies the principle of reproduction of the political identity of the region. It is based on improving the efficiency in administration, reducing corruption, involving citizens in the governance on the basis of participatory democracy, ensuring democratic standards, improving the quality of the administrative services, and economic growth.

It is argued that the European choice is orientating Ukraine to the path of “new regionalism”. However, under present conditions, asymmetric decentralization does not have the support of the political forces and the population of the regions. A characteristic feature of modern Ukraine is its institutional weakness. Nevertheless, the author argues that the preservation of decentralization processes will leave Ukraine on the sidelines of the European path of development for a long time. The conclusion is that decent decentralization, which is adequate for Ukraine, can admit elements of asymmetry only under certain conditions: the break-up of the party-oligarchic system, the introduction of the mechanisms of moderate party pluralism, the existence of mechanisms of party-conspiring and consensual democracy, the strengthening of the cultural-institutional environment and the foundations of the local self-government, the optimization and rationalization of the public administration, the democratization of the socio-political life in general.

Keywords: political decentralization, asymmetric decentralization, regionalization, autonomy of powers, separatism, new regionalism.

УМОВИ ВПРОВАДЖЕННЯ АСИМЕТРИЧНОЇ ДЕЦЕНТРАЛІЗАЦІЇ В УКРАЇНІ

Анотація. Розкрито сутність асиметричної децентралізації як виду політичної децентралізації, її ідейна основа та інституціональне призначення, визначені умови, що відкривають перспективи її впровадження в Україні. Показано, що асиметрична децентралізація є видом політичної децентралізації, за результатами якої регіональним органам влади надаються неоднакові повноваження. Її інституціональне призначення полягає у наданні регіонам відносної автономії в політико-правовому, матеріально-фінансовому, етнокультурному чи інших сенсах з метою розв’язання регіональних конфліктів та подоланні сепаратистських настроїв. Така автономія дає змогу захищати права громадян та реалізувати інтереси окремих історично сформованих регіонів, де існують значні розбіжності в історико-культурному, геополітичному, етнополітичному, економічному планах.

Ідейною базою асиметричної децентралізації в Україні виступає європейський “новий регіоналізм”, який обґрунтовує принцип відтворення політичної самобутності регіону. В межах обґрунтовується підвищення ефективності управління, зниження рівня корупції, залучення громадян до управління на основі партисипативної демократії, забезпечення демократичних стандартів, підвищення якості в наданні адміністративних послуг, економічне зростання.

Стверджується, що європейський вибір орієнтує Україну йти шляхом “нового регіоналізму”. Проте, в нинішніх умовах асиметрична децентралізація не має підтримки з боку політичних сил та населення регіонів. Характерною особливістю сучасної України є її інституціональна слабкість. Тим не менш, автор стверджує, що консервація процесів децентралізації надовго залишить Україну на узбіччі європейського шляху розвитку. На закінчення стверджується, що адекватна для України модель децентралізації може допускати елементи асиметричності лише за певних умов: зламу партійно-олігархічної системи, впровадження механізмів поміркованого партійного плюралізму, наявності механізмів партисипативної та консенсусної демократії, зміцнення культурно-інституціонального середовища та основ місцевого самоврядування, оптимізації та раціоналізації публічного управління, демократизації суспільно-політичного життя в цілому.

Ключові слова: політична децентралізація, асиметрична децентралізація, регіоналізація, автономія повноважень, сепаратизм, новий регіоналізм.

УСЛОВИЯ ОСУЩЕСТВЛЕНИЯ АСИММЕТРИЧНОЙ ДЕЦЕНТРАЛИЗАЦИИ В УКРАИНЕ

Аннотация. Раскрыта сущность асимметричной децентрализации, ее идейная основа и институциональное предназначение, определены условия, в которых открываются перспективы ее реализации в Украине. Показано, что асимметричная децентрализация является видом политической децентрализации, по результатам которой региональным органам власти предоставляются неодинаковые возможности. Ее институциональное предназначение состоит в предоставлении регионам относительной автономии в политико-правовом, материально-финансовом, этнокультурном или иных сферах для решения региональных конфликтов и преодоления сепаратистских настроений. Такая автономия позволяет защищать права граждан и реализовать интересы отдельных исторически сложившихся регионов, где существуют значительные различия в историко-культурном, геополитическом, этнополитическом, экономическом планах.

Идейной основой асимметричной децентрализации в Украине выступает европейский “новый регионализм”, который обосновывает принцип сохранения политической самобытности региона. В его рамках обосновывается повышение эффективности управления, снижение уровня коррупции, привлечение граждан к управлению на основе партисипативной демократии, обеспечение демократических стандартов, повышения качества предоставления административных услуг, стимуляция экономического роста.

Утверждается, что европейский выбор ориентирует Украину идти путем “нового регионализма”. Однако в нынешних условиях асимметричная децентрализация не имеет поддержки со стороны политических сил и населения регионов. Характерной особенностью современной Украины является ее институциональная слабость. Тем не менее, автор утверждает, что консервація процесів децентралізації надолго оставит Україну на обочине єв-

ропейского пути развития. В заключении утверждается, что адекватная для Украины модель децентрализации может допускать элементы асимметричности только при определенных условиях: перелома партийно-олигархической системы, внедрение механизмов умеренного партийного плюрализма, наличия механизмов партисипативной и консенсусной демократии, укрепления культурно-институциональной среды и основ местного самоуправления, оптимизации и рационализации публичного управления, демократизации общественно-политической жизни в целом.

Ключевые слова: политическая децентрализация, асимметричная децентрализация, регионализация, автономия полномочий, сепаратизм, новый регионализм.

Formulation of the problem and its connection with important scientific tasks. Ukraine has a model of territorial organization of power that is called symmetrical, since it provides for the same (symmetric) powers for all the regions. The concept of the reform of the local self-government and territorial organization of power in Ukraine in 2014 [8] is based on this model. However, this law does not harmonize the law “On the Special Procedure of Local Self-Government in Some Districts of Donetsk and Luhansk Regions”, the validity period of which has recently been extended until December 31, 2019 [6]. It involves a form of decentralization that is called asymmetric or the “devolution of power”. The Ukrainian legislature adopted the law for the construction of the minds necessary for a peaceful settlement of the situation in the districts of Donetsk and Luhansk regions.

The law provides significant powers for the conduct of language policy, the independent determination of the special order of appointment of the heads of the prosecutor’s offices and courts and other personnel decisions, the special relations of the region with the govern-

ment in matters of economic, social and cultural development on the basis of agreements, the special economic regime of economic and investment activity, cross-border cooperation with certain regions of Russia without the participation of the government, the creation of people’s militia detachments subordinated only to a regional body of power.

The parliament has an extremely negative attitude to the idea of granting asymmetric powers. The reason is quite understandable, since the consequences of implementing such a form of decentralization are a significant reduction in the possibilities of the hierarchical accountability and responsibility of the public authorities of lower levels, the departure from the principle of centralized redistribution of resources, the destruction of homogeneous cultural and institutional space in the regional sense. These factors, one way or another, within the framework of the old paradigm are associated with a potential threat to the territorial integrity of Ukraine, which requires an understanding of asymmetric decentralization in the context of its implementation in Ukraine.

Analysis of research and publications on this problem. The problem of decentralization was studied by many scholars, in particular V. Averyanov, M. Baimuratov, V. Bordenyuk, B. Danylyshyn, M. Dolishny, V. Kampo, I. Koliushko, M. Pukhtinsky, S. Sahanenko, S. Seroginym, S. Osadchuk and many others. A wide list of literature on decentralization can be found in various scientific works that reveals the complexity and multiplicity of the notion of decentralization [9–10]. During this period approaches to the definition of this concept, its connection with the notions of federalization, regionalization, autonomy are sufficiently fully disclosed. Finally, the parliament and the government of Ukraine have taken certain steps to ensure regulatory decentralization [4–9]. The last wave of publications diverges from abstract academic discourse to more applied aspects requiring, among other things the study and application of the European experience of asymmetric decentralization [1; 9–10].

The purpose of the article is to find an answer to the question of adequacy for Ukraine of application of the European practice of solving problems related to regional separatism on the basis of asymmetric decentralization. The answer, we believe, should be based on the theoretical basis for assessing the prospects for asymmetric decentralization in Ukraine, which is used in Europe as a form of acquiring territories of relative autonomy in the political, legal, material, financial, ethnocultural or other senses in order to resolve conflicts, in that among the “hot” ones as in Ukraine.

Presentation of the main material. It is clear that any changes in the ter-

ritorial organization of power should be carried out in the view of certain institutional values relating to this or that understanding of the nature of the relationship “center – regions”. Such values, in particular, are contained in the “new regionalism” promoted in European and Ukrainian scientific literature as an ideological base for regionalization and decentralization. The Declaration on Regionalism in Europe (1996) proclaims the principle of restoring the region’s political identity in various forms of political organization that its population prefers. Europe is closer to understanding the region as an analogue of a special “world” with its own mentality, way of thinking, traditions, world outlook and attitudes (Fernand Braudel).

Understood in this way, regionalism, as an ideological trend, acquires the property of an instrument of an applied nature. In this capacity it significantly affects the programs of national political parties in the European countries. On the basis of the ideas of “new regionalism” is substantiated an increase in the efficiency of administration, reduction of corruption level, involvement of the citizens in the administration on the basis of participatory democracy, provision of democratic standards, improvement of quality in the provision of administrative services, economic growth, etc. [12].

In the Ukrainian scientific literature the European “new regionalism” is presented as a model on the basis of which we must formulate theoretical and axiological positions for solving the institutional problems that are extremely important and relevant for Ukraine. Moreover, this axiological basis pro-

vides an opportunity to rethink the region in the context of globalization processes. This is manifested in the fact that today the European regionalism is increasingly oriented towards modifying the role of the region not only within the institutional-territorial framework of the state, but also extraterritorially throughout the institutional system of the European Union.

The European choice orients Ukraine to go by the approved in Europe way expressed in “new regionalism”. Moderate decentralization researchers advise the authorities to maintain a reasonable balance of centralization and decentralization, mindful of the complexity of this process, which contains potential risks of destabilization. The Cabinet of Ministers of Ukraine obviously understands this problem because it considers the idea of decentralization of power not only as a means of optimizing the public administration, but also as a means of combating the regional separatism. Although today it is clear that the adopted Concept for the reform of the local self-government and territorial organization of power in Ukraine from April 1, 2014 can not be an effective tool for solving this problem. And the aforementioned law “On the Special Procedure of Local Self-Government in Some Districts of Donetsk and Luhansk Regions”, with the existing balance of political forces, has no chances for implementation.

The assessment of the prospects for the introduction of asymmetric decentralization in Ukraine should be based on some theoretical concepts of political (and not purely administrative) decentralization, which involves building a public administration system based on more independent political institu-

tions at the regional and subregional levels than it is today. Abstract validity of such decentralization has long been proved in a number of works that use theoretical arguments, in particular the ideas of O. O. Bohdanov's tectology and the theory of the social choice [3]. It is important to remember that arguments in favour of political decentralization are linked not only to the need for democratization but also to its more pragmatic results that are expressed in the more effective allocation of resources in the sector of production of the public goods, increase of the level of control of the public authorities by the territorial communities, the formation of an independent policy for the development of the territorial communities that stimulates the reduction of unwarranted costs in the public sector.

The social value of the political decentralization is expressed in the fact that it brings state power closer to the criteria of multidimensionality that assesses the democratic nature of the central government. According to a multidimensional approach, the central government not only imposes its will on others (first dimension), but also submits itself to self-restraint (second dimension), forms from the regional values and belief a unified system of national values and beliefs (third dimension).

It is this power that can be considered effective in terms of the European paradigm of development. In order to maintain its own effectiveness, the central government takes care of the effectiveness of the regions and territorial communities. The multidimensionality of the state power is actually a characteristic of its new paradigm that is characterized by the following

parameters: a) a system of democratic control, that is, from the side of the territorial communities (as opposed to administrative control); b) the system of interaction between the levels of the public authority based on the principle of “organizational pluralism”; c) a system of interdependence of the levels of power that requires synchrony and coherence of the administrative actions (the mode of cooperation of the authorities).

The idea of political symmetric decentralization in Ukraine, obviously, can find more support from the political forces and the population of the regions than the idea of asymmetric, as it guarantees the preservation of a homogeneous cultural and institutional space that simplifies the functioning of the entire system of the public administration, gives a sense of regional equality. Nevertheless, it can be argued that Ukraine is not even institutionally ready for symmetric decentralization. In our opinion, the main reason for such a state is the tendency toward a centralized institutional system due to the trajectory of the institutional past associated with the so-called eastern institutional matrix [2]. Researchers also call for more concrete reasons of objective and subjective nature [12, p. 16].

inconsistency, and often the reluctance of the center to change the existing model of the public administration and local self-government;

- insufficient capacity of the authorities to ensure adequate participation of the people in the administration of the political and economic processes in the state;

- weak development of the local self-government institutions, their in-

ability to fully perform self-government functions at community, district, and region level;

- ineffective system of service in the local self-government bodies and low level of remuneration of the employees of the local self-government;

- low general level of competence of the local self-government employees;

- the presence of imbalances in the economic and other areas of development of the territories between the industrial South and East and the agrarian West;

- low budget financing, imperfection of the mechanism of transfers of the financial resources of the state to the level of the territorial community, lagging behind the economic basis for the implementation of decentralization from legal, etc.

The above set of reasons can be subdivided into one category “institutional weakness of the state”. Does this mean that for radical changes in the sphere of decentralization it is necessary first to form the institutional capacity of the state? In search of the answer we turn to the monograph in which are widely presented the questions of the theory and practice of the application of decentralization. Its author, S. A. Romanyuk, argues that the empirical literature does not provide clear justifications for the extent to which decentralization, asymmetric, negatively affects the spread of separatist tendencies threatening the unity of the country [10, p. 4]. But it is quite clear that the external threats and internal regional conflicts in one way or another compel the state to restrict the powers of the local self-government bodies, increase the consolida-

tion of the public administration and strengthen its functions.

Today, the militant processes are closely intertwined with the socio-political, economic and cultural factors that keep decentralization “on the leash”. However, this process, in one form or another, sooner or later, will be realized by this or that authority. There is no doubt that the preservation of decentralization processes will leave Ukraine on the sidelines of the European path of development forever. Perhaps history itself gives Ukraine the chance to enter the main (European) path of development, starting with asymmetric decentralization as a step that will become an element of a larger reform of the political decentralization. It is clear that the first prerequisite for such a reform must be guaranteed by a tough and lasting peace.

Asymmetric decentralization is used in certain circumstances as an instrument for protecting the rights of the citizens and realizing the interests of certain historically developed regions where there are significant differences in historical, cultural, geopolitical, ethnopolitical, and economic plans. But if there are plenty of such regions, then it is more logical to apply a symmetrical approach. In Ukraine there is a significant regional (ethnic, axiological) heterogeneity between such lands as Donbass, Slobozhanshchyna, Kyivshchyna, Sivershchyna, Podillya, Halychyna, Zakarpathya. This heterogeneity is more pronounced today, as different regions are bordered and drawn to economic ties with countries that are actually geopolitical opponents.

The main features of asymmetric regional powers are that they: a) expand

opportunities for a regional experiment aimed at reforming the entire society; b) give the region the powers that allow them to distance themselves, if necessary, from excessive claims by the center; c) open the possibility for the regional political elite to use additional channels for the participation of the population in political life. The aforementioned advantages in asymmetric decentralization in the European Union countries are legally based on the European law that includes the doctrinal view enshrined in the Declaration on Regionalism in Europe. Such a document should also be developed in Ukraine.

Europeans believe that the model of asymmetric decentralization is acceptable for the organization of the local self-governance in some districts of Donetsk and Luhansk regions. So on April 21, 2015 at PACE, the Secretary General of the Council of Europe Torbjørn Jagland said in his speech that Ukraine needs an asymmetric decentralization of powers that gives various powers to different historically formed regions. He also referred to the experience of European countries, in particular Northern Ireland, Wales and Scotland in the United Kingdom that implemented the principle of asymmetric decentralization.

For Ukraine the more acceptable option is an example of a unitary but deeply decentralized Italian state that includes regions that are very different in their characteristics. These, in particular, include the South Tyrol region. It is located in the Italian Alps that for a long time belonged to Austria. As a result of asymmetric decentralization, in 2001, the region received the institutional status of an extended autonomy

that gave the German-speaking people the right to receive education in their own language, to form a regional parliament with the power to issue laws, elect a president, two vice presidents and ministers of autonomy. In this way it was possible to stop terrorist acts, to eliminate the “hot” conflict between the region and the center. Ukraine has adherents of asymmetric decentralization on the Italian model that may be a promising option for the Ukrainian constitutional reform. It is clear that for this purpose it is necessary to change the political and administrative structure, which involves the presence of subjects of power with different status, different rights and powers, different degrees of autonomy from the center.

The experience of a special form of the political and territorial organization of power on the basis of asymmetric decentralization is also shared by other European countries. For example, in Spain a complex model of the so-called “regionalized (unitary) state” was introduced, based on the autonomy of certain administrative-territorial units. However, the conflict of interest between the center and the regions remained. Political regionalism in this state was gradually transformed into open separatism in the form of undisturbed (peaceful) separatism of the autonomous province of Catalonia (Spain). Similar processes are taking place in Belgium. It is clear that in each country there can be reasons for separatism, among which, first of all, should be distinguished economic, cultural-historical and linguistic-cultural ones.

The foregoing gives grounds for assessing the European experience of asymmetric decentralization as rather

contradictory. Providing specific powers to specific regions does not always harmonize the “center-periphery” relationship, but only under certain circumstances. Such an opportunity should be considered in the context of modern Ukrainian realities. These include, in particular, the fact that the “center-region” conflict in Ukraine is caused largely from the outside, it has other roots and political circumstances that are not related to purely ethno-political relations.

In assessing the prospects of asymmetric decentralization in Ukraine, a comprehensive set of factors should be taken into account. So the authors of the manual point to factors that affect the diversity of the state forms. Among them one of the most important is the domestic political factor that consists in the specific correlation of the forces of the main social groups, their political representatives [11, p. 73]. If we come to a more general conclusion, then the main factor in the presence or absence of a high level of established democracy should be noted. The political and administrative system of Ukraine has already reached a qualitatively new state of democracy at the expense of the established mechanisms of elections, procedures for the recall of elected officials who have lost trust of the territorial community, holding local referendums, effective general meetings of the territorial community and other mechanisms of participatory democracy in decision-making. The openness and transparency of the activities of the local self-government bodies, the increase of their accountability and control over the territorial communities should become a prerequisite for the political decentralization.

In general, Ukraine's political life is still far from moderate party pluralism and consensual democracy. Generally, this system is ideologically (culturally, valueably) not able at the same time to move to a decentralized state administration with more extensive, especially asymmetric powers of the local self-government bodies. A serious barrier to asymmetric decentralization is the need for the simultaneous implementation of the political, administrative and fiscal reform. In this series the fiscal decentralization is the most important factor as the key factor in the implementation of other forms of decentralization.

Predicting the future, it can be argued that monocentric (centralized) power in peacetime will no longer be able to flexibly and effectively manage the regional processes. It will be forced to share authority with the regions. Therefore, we must now think that Ukraine should become not only decentralized, but also, in its entirety, institutionally polycentric, as European states, where power is divided between the public authorities, business and civil society. Delegating a large part of the state authority to the regional authorities and other institutional actors should be based on the trust **of these institutions on the part of the state.**

Conclusions and perspectives of further research. The institutional system of the public administration, in the not-yet-unknown perspective, will be brought to the needs of the modern practice of the public administration. But so far the European standards of the public governance remain an unattainable dream for us. And this, the further, will deepen the problems in various spheres of the society's life.

Experts have long said that excessive centralism leads to the inability of the state apparatus and the actual devaluation of the constitutional norms. Summarizing the above, we emphasize the following. An adequate decentralization model for Ukraine may allow elements of asymmetry to be limited to certain conditions: the fragmentation of the party-oligarchic system, the introduction of mechanisms of moderate party pluralism, the existence of mechanisms of party and consensus democracy, the strengthening of the cultural and institutional environment and the foundations of the local self-government, the optimization and rationalization of the public administration, the democratization of the socio-political life in general. These conditions require radical changes in all the spheres of the society, which, in turn, should be the subject of a study of the public administration theorists.

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FOREIGN RELATIONS: THE ESSENCE OF THE CONCEPT

Abstract. The undergoing reform of the executive authorities as well as the emergence of new political and legal realities requires a rethinking of a number of theoretical provisions regarding the implementation of state administration in the field of foreign relations in order to find new forms and mechanisms that would improve the efficiency of Ukraine's foreign policy to ensure national interests and security of our state, which is facing the unprecedented challenges and threats caused by Russian aggression of the "hybrid" nature, turbulent changes of the international security environment, as well as global transformations of the world political architectonics.

In this context, the definition of the essence of the concept "scope of foreign relations" as well as the substantiation of expediency of its application in modern

state governance is considered relevant. In modern Ukrainian scientific literature, official documents, legislative acts the terms as “foreign relations”, “external relations”, “foreign affairs” and “international relations” are widely used as synonymous, although it not always properly characterizes the subject and field of activity.

The article reveals the essence of the concept “scope of foreign relations” and defines it as a sphere that covers official communications and ties between states and other subjects of international law, conducted by specialized state bodies in order to perform their external functions by peaceful means in accordance with the basic principles of international law.

The essence of the categories as: “external relations”, “foreign relations”, “foreign affairs” and “international relations”, is defined as well as the correlation between them is made.

Keywords: scope of foreign relations, external relations, foreign affairs, international relations, essence of the concept.

СФЕРА ЗОВНІШНІХ ЗНОСИН: СУТНІСТЬ ПОНЯТТЯ

Анотація. Реформування органів виконавчої влади, виникнення нових політико-правових реалій потребує переосмислення низки науково-теоретичних положень щодо здійснення державного управління у сфері зовнішніх зносин з метою пошуків нових форм та механізмів, які б дали можливість підвищити ефективність реалізації зовнішньої політики України задля забезпечення національних інтересів і безпеки нашої держави в умовах безпрецедентних викликів та загроз, викликаних російською агресією “гібридного” характеру, турбулентних змін міжнародного безпекового середовища, а також глобальних трансформацій світової політичної архітекτονіки.

У цьому контексті актуальним вбачається визначення сутності поняття “сфера зовнішніх зносин” та обґрунтування доцільності застосування його в сучасному державному управлінні. Оскільки доволі часто в сучасній українській науковій літературі, офіційних документах, законодавчих актах зустрічаються синонімічні вживання термінів “зовнішні зносини”, “зовнішні відносини”, “закордонні справи” та “міжнародні відносини”, а також “сфера зовнішніх зносин” і “галузь закордонних справ”, що далеко не завжди точно характеризують предмет і поле діяльності.

Розкрито сутність поняття “сфера зовнішніх зносин” та визначено, що це — сфера, яка охоплює офіційні, підтримувані за допомогою особливих державних органів, зв'язки і відносини між державами та іншими суб'єктами міжнародного права з метою здійснення їх зовнішніх функцій мирними засобами відповідно до основних принципів міжнародного права.

Встановлено сутність категорій: “зовнішні зносини”, “зовнішні відносини”, “закордонні справи” та “міжнародні відносини”, та проведене співвідношення між ними.

Ключові слова: зовнішні зносини, зовнішні відносини, закордонні справи, міжнародні відносини, сфера зовнішніх зносин, сутність поняття.

СФЕРА ВНЕШНИХ СНОШЕНИЙ: СУЩНОСТЬ ПОНЯТИЯ

Аннотация. Реформирование органов исполнительной власти, возникновение новых политико-правовых реалий требует переосмысления целого ряда научно-теоретических положений по осуществлению государственного управления в сфере внешних сношений с целью поисков новых форм и механизмов, которые бы обеспечили повышение эффективности реализации внешней политики Украины для гарантирования и защиты национальных интересов и безопасности нашего государства в условиях беспрецедентных вызовов и угроз, вызванных российской агрессией “гибридного” характера, турбулентных изменений международной среды безопасности, а также глобальных трансформаций мировой политической архитектоники.

В этом контексте актуальным представляется определение сущности понятия “сфера внешних сношений” и обоснование целесообразности его применения в современном государственном управлении. Поскольку довольно часто в современной украинской научной литературе, официальных документах, законодательных актах встречаются синонимичные употребления терминов “внешние сношения”, “внешние отношения”, “иностранные дела” и “международные отношения”, а также “сфера внешних сношений” и “отрасль иностранных дел”, которые далеко не всегда точно характеризуют предмет и поле деятельности.

Раскрыта сущность понятия “сфера внешних сношений” и определено, что это — сфера, которая охватывает официальные, поддерживаемые с помощью особых государственных органов, связи и отношения между государствами и другими субъектами международного права в целях осуществления их внешних функций мирными средствами в соответствии с основными принципами международного права.

Установлена сущность категорий: “внешние сношения”, “внешние отношения”, “иностранные дела” и “международные отношения”, и проведено соотношение между ними.

Ключевые слова: внешние сношения, внешние отношения, иностранные дела, международные отношения, сфера внешних сношений, сущность понятия.

Formulation of the problem. The unprecedented challenges and threats caused by Russian aggression of the “hybrid” nature, turbulent changes of the international security environment, as well as global transformations of the world political architectonics, all of that demand from the Ukrainian

leadership to solve extremely complicated problems of the foreign policy and to develop new approaches to its formulation and implementation.

The abovementioned determines the importance of finding new forms and mechanisms of public administration in the field of foreign relations in

order to improve the efficiency of the implementation of Ukraine's foreign policy to ensure national interests and security of our state.

The analysis of recent researches and publications has shown that the scope of foreign relations is an object of research of Ukrainian and foreign scholars from various branches of science: the theory of international relations, international law, public administration, political science, history, administrative law, etc. Among the Ukrainian scholars, whose research relates to public administration in the field of foreign affairs the following could be mentioned: V. B. Averyanov, B. I. Humeniyuk, K. K. Sandrovsky, D. V. Tabachnyk, O. P. Sagaydak, V. M. Repetsky, Yu. P. Bytyak, S. V. Kivalov, S. A. Fedyshyn and others. However, the undergoing reform of the executive authorities as well as the emergence of new political and legal realities requires a rethinking of a number of theoretical provisions regarding the implementation of state administration in the field of foreign relations and, above all, defining the essence of the concept of "scope of foreign relations".

The purpose of the article is to define the essence of the concept "scope of foreign relations" as well as to substantiate the expediency of its application in modern public administration.

Presenting main material.

In modern Ukrainian scientific literature, official documents, legislative acts the terms as "foreign relations", "external relations", "foreign affairs" and "international relations" are widely used as synonymous, although it not always properly characterizes the subject and field of activity. In this con-

text, the definition of the essence of the concept "scope of foreign relations" as well as the substantiation of expediency of its application in modern public administration is considered necessary.

The term "*znosyny*" (relations) in modern Ukrainian language is rarely used, it denotes mainly official relations between states. "*Znosyny*" and "*vidnosyny*" are interpreted by the leading Ukrainian philologists as synonyms [1].

At the same time, the concept of "*zovnishni znosyny*" (foreign relations) is widespread in international public law. The introduction of the concept "foreign relations law" belongs to the famous Ukrainian scientist-internationalist, professor K.K.Sandrovsky, his concept was adopted by the scientific community and nowadays it is widely used in Ukrainian international legal literature. Pr.K.K.Sandrovsky defined "foreign relations" as a scope that covers official communications and ties between states and other subjects of international law, conducted by specialized state bodies in order to perform their external functions by peaceful means in accordance with the basic principles of international law [2].

Numerous international treaties, both bilateral and multilateral, are the sources of foreign relations law. The most important of them are the following: the Vienna Convention on Diplomatic Relations (1961) [3], The Vienna Convention on Consular Relations (1963) [4], the Convention on Special Missions (1969) [5] and the Vienna Convention on the Representation of States in their Relations with International Organizations of a Universal Character (1975) [6].

Therefore, being a constant term of international law, the definition of “foreign relations” is commonly used in the normative legal acts that regulate the activity of state authorities of Ukraine in foreign policy, in particular: Resolution of the Supreme Soviet of the Ukrainian SSR “Resolution on implementation of the Declaration of State Sovereignty of Ukraine in foreign relations” of December 25, 1990 [7]; The Law of Ukraine “On the Diplomatic Service of Ukraine” of June 7, 2018 [8]; Resolution of the Cabinet of Ministers of Ukraine “On Approval of the Charter on the Ministry of Foreign Affairs of Ukraine” [9]; Decree of the President of Ukraine “On measures to improve coordination of executive power bodies in foreign relations” of September 18, 1996 [10], etc.

Modern Ukrainian scholars-internationalists in particular: O. P. Sagaydak, V. M. Repetsky, Y. P. Bityak, S. A. Fedyshyn as well as professional diplomats B. I. Humeniyuk and P. D. Sardachuk, in their papers widely use the term “scope of foreign relations” though do not reveal the essence of this concept, but more focusing on the definition of the term “system of foreign relations organs” [11, 12].

Regarding the correlation between the concepts of “external relations” and “international relations” we should stress on their terminological and substantive differences.

“International relations” are a system of political, economic, social, diplomatic, legal, military and humanitarian ties and relations among the main actors of the world community, such as peoples, states, social and public forces, movements and organizations [13].

“Foreign affairs” are often used as synonymous concepts of “external relations”. We find it necessary to consider these definitions in more detail. If the first components, which both determine the spatial area outside the object (state), can be agreed as synonyms, then to the second components it is not so obvious. In the Ukrainian language, semantically and meaningfully, “affairs” can be defined as *a field of interests*, while “relations” denotes *process, activity*. Despite of that, in some countries, the bodies responsible for conducting foreign policy were or are called – the Ministry of External Affairs/Relations (India, Brazil, Mongolia in particular). During the last few months of the Soviet Union’s existence (November-December 1991), the Ministry of Foreign Affairs of the USSR, while simultaneously absorbing the functions of the Ministry of Foreign Economic Relations, had been reorganized into the Ministry of External Relations of the USSR.

It should also be mentioned that some scholars (Repetsky V.M., Antipenko V.F.) considered the concept of foreign relations in a broad and narrow sense. In the broad sense, this term refers to the scope of external relations of all actors of national affiliation, acting on the territory of the state: its bodies and officials, all its physical, legal entities, as well as other associations of individuals [14, 15]. In the narrow sense, foreign relations are characterized as a system of political ties between states, therefore, a diplomacy.

We believe that in studying the mechanisms of state administration, such approaches are not entirely appropriate, since the broad sense of the

scope of foreign relations goes far beyond the scope of public administration, while the narrow sense does not fully reflect either the participants or the nature of activity.

Conclusions of the study.

To summarize all the mentioned above, foreign relations can be characterized by the following features: first, it is the official nature of the state's activities in international affairs; secondly, activities are carried out by the authorized bodies only; thirdly, in all cases foreign relations should be carried out by peaceful means in accordance with international law.

Based on the foregoing, we believe that, in studying the mechanisms of public administration concerning the scope of official communications and ties between states and other subjects of international law, conducted by specialized state bodies in order to perform their external functions by peaceful means in accordance with the basic principles of international law, the use of the term "scope of foreign relations" will be more appropriate.

As for further research in this field, the specification of the scope of foreign relations of Ukraine is considered necessary.

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BASIC PRINCIPLES AND COMPONENTS OF RISK MANAGEMENT DURING CONSTRUCTION AND OPERATION OF FACILITIES: PUBLIC ADMINISTRATION ASPECT

Annotation: The article generalizes approaches to the classification of principles and components of risk management in the state regulation of the construction industry.

To understand the applied nature of compliance with the principles of risk management in the regulation of the construction industry, it has been grounded that in order to reduce the risk (prevention and reduction of probable damage) in this area in emergency situations of a natural and man-made nature, the state regulates the legal field of such processes, setting a number of requirements in regulatory documents and construction standards, as well as creating laws and regulations governing design and construction.

These documents establish the obligations of specific subjects (executors) to reduce the potential risk, provide specific measures, sanctions in case of non-fulfillment, as well as determine the conditions and procedure for regulating economic and other activities. In addition, one of the activities of the state to prevent risks and improve the quality and reliability of the projected construction object, guarantees the safety of the person in it, is the state system of licensing activities in the construction industry. Thus, the state's activities in this area are in particular related to risk management.

It is noted that public-management processes are also difficult to predict and are related to the activities of enterprises and organizations in which the state acts as an entrepreneur (state-owned enterprises) or a business partner.

It is substantiated that the principles of risk management are defined in different spheres, using different approaches, are correlated with each other. Therefore, there is a need to adapt the findings of the world scientific thought about risk management, not only in scientific developments, namely in the specific application of their nature. It is noted that ISO risk management principles can be fully (without exception) taken as a basis for the construction and operation of buildings, indicating their content and specifics for the construction industry.

Keywords: risk management, principles, risk management, principles, components of management process, construction industry.

ОСНОВНІ ПРИНЦИПИ І СКЛАДОВІ РИЗИК-МЕНЕДЖМЕНТУ ПРИ БУДІВНИЦТВІ ТА ЕКСПЛУАТАЦІЇ СПОРУД: ДЕРЖАВНО-УПРАВЛІНСЬКИЙ АСПЕКТ

Анотація. Узагальнено підходи щодо класифікації принципів та складових ризик-менеджменту при державному регулюванні будівельної галузі.

Для розуміння прикладного характеру дотримання принципів ризик-менеджменту при регулюванні галузі будівництва обґрунтовано, що для зниження ризику (попередження та зменшення ймовірного збитку) в цій галузі за надзвичайних ситуацій природного і техногенного характеру держава регулює правове поле таких процесів, встановлюючи низку вимог в нормативних документах і стандартах з будівництва, а також створюючи закони та підзаконні акти, що регулюють питання проектування та будівництва.

Цими документами встановлюються обов'язки конкретних суб'єктів (виконавців) щодо зменшення можливого ризику, передбачаються конкретні заходи, санкції в разі їх невиконання, а також визначаються умови та порядок регулювання господарської та іншої діяльності. Одним з видів діяльності держави щодо попередження ризиків та підвищення якості і надійності об'єкта будівництва, що проектується, гарантій безпеки перебування в ньому людини, є державна система ліцензування діяльності в будівельній галузі. Таким чином, діяльність держави в цій сфері пов'язана саме з управлінням ризиками.

Зазначено, що державно-управлінські процеси також важко передбачувати та пов'язані з діяльністю підприємств і організацій, де держава виступає як підприємець (державні підприємства) чи бізнес-партнер.

Обґрунтовано, що принципи ризик-менеджменту визначені у різних сферах з використанням різних підходів, які мало корелюються між собою. Тому виникає необхідність адаптації напрацьованих світової наукової думки щодо управління ризиками не лише в наукових доробках а саме в конкретному прикладному їх характері. Зазначено, що принципи ризик-менеджменту, вироблені ISO можуть бути повною мірою (без виключень) взяті за основу при будівництві та експлуатації споруд, зазначаючи їх зміст і специфіку для будівельної галузі.

Ключові слова: управління ризиками, принципи, принципи ризик-менеджменту, складові процесу управління, будівельна галузь.

ОСНОВНЫЕ ПРИНЦИПЫ И СОСТАВЛЯЮЩИЕ РИСК-МЕНЕДЖМЕНТА ПРИ СТРОИТЕЛЬСТВЕ И ЭКСПЛУАТАЦИИ СООРУЖЕНИЙ: ГОСУДАРСТВЕННО-УПРАВЛЕНЧЕСКОЙ АСПЕКТ

Аннотация: Обобщены подходы к классификации принципов и составляющих риск-менеджмента при государственном регулировании строительной отрасли.

Для понимания прикладного характера соблюдения принципов риск-менеджмента при регулировании отрасли строительства обоснованно, что для снижения риска (предупреждению и уменьшению возможного ущерба) в этой области при чрезвычайных ситуациях природного и техногенного характера государство регулирует правовое поле таких процессов, устанавливая ряд требований в нормативных документах и стандартах по строительству, а также создавая законы и подзаконные акты, регулирующие вопросы проектирования и строительства.

Этими документами устанавливаются обязанности конкретных субъектов (исполнителей) по уменьшению возможного риска, предусматриваются конкретные меры, санкции в случае их невыполнения, а также определяются условия и порядок регулирования хозяйственной и иной деятельности. Кроме того одним из видов деятельности государства по предупреждению рисков и повышению качества и надежности проектируемого объекта строительства, гарантий безопасности пребывания в нем человека, является государственная система лицензирования деятельности в строительной отрасли. Таким образом деятельность государства в этой сфере в частности связана именно с управлением рисками.

Отмечено, что государственно-управленческие процессы также трудно предсказуемы и связаны с деятельностью предприятий и организаций, в которых государство выступает в качестве предпринимателя (государственные предприятия) или бизнес-партнера.

Обосновано, что принципы риск-менеджмента определены в различных сферах с использованием различных подходов, которые мало коррелируют-

ся между собой. Поэтому возникает необходимость адаптации наработок мировой научной мысли по управлению рисками не только в научных работах, а именно в конкретном прикладном их характере. Отмечено, что принципы риск-менеджмента, произведенные ISO могут быть в полной мере (без исключений) взяты за основу при строительстве и эксплуатации сооружений, определяя их содержание и специфику для строительной отрасли.

Ключевые слова: управление рисками, принципы, принципы риск-менеджмента, составляющие процесса управления, строительная отрасль.

Target setting. Public administration in any sphere is aimed at implementing the main functions and following a certain set of principles. State regulation of individual sectors is determined by the specifics of the valuation of a particular type of activity. There is a special need for state intervention in the form of creation of a regulatory framework in those areas which are associated with risks and threats. The main areas of activity where the risk is a peculiarity is first of all construction, health care, chemical industry, transport and others. Each of these areas uses a specific set of risk prevention and risk coverage tools, for which certain management principles are implemented in the area. Thus, first of all, construction belongs to the spheres which are characterized by the probability of a large number of risks. Their occurrence is associated with financial, technical, technological, legal, and other types of support of activities in this sphere. Therefore, it makes sense to determine the main principles and components of risk management during construction and operation of facilities.

Recent research and publications analysis. Some aspects of risk management in public administration are a

subject of research of such scientists as O. Bilyavska, V. Horbulin, A. Kachynski, P. Mykhno, O. Polovtsev, A. Rachynskyi, H. Sytnik, V. Soroko, Y. Stoleto, T. Pakhomov, V. Sharyi. The study on specific issues of risk management in construction activity was a subject of publications of such domestic researchers as H. Verbitska, I. Kucherenko, O. Kuchma, V. Kravchenko, M. Malyk, N. Lutanyuk, K. Palyvoda, V. Poliachenko, T. Serdyuk, T. Shevchuk and others. However, the approaches to defining the components of risk management in the public administration vary considerably, establishment of the system of principles requires approval.

Paper objective. Therefore, the objective of this paper is to systematize the principles of risk management in the public administration of construction activity and to establish components of risk management.

Presentation of the basic material. Management of risks, or risk management, as a component and an approach in theories of management largely referred primarily to areas of activity of profit-making organizations to minimize contingencies and to ensure economic benefits. The issues of risks and their classification in the profit-making sector were studied, in particular, by

Y. Stoletov, who argues that “given the limited resources and financial capabilities each party to the business interests tries to find ways to optimize its costs and maximize its benefits (profit)” [1]. Running the business by the market rules, “economic entities find themselves in conditions of uncertainty and are on the edge of the law” [1]. Then in such a relationship, the public authorities act as a factor limiting the external environment, at the same time determining the system through legal norms. On this basis it should be noted that the key in such relationships is understanding of situation in which the subject and entity of management get. The situation should be understood as “a complex of various conditions and circumstances that create themselves certain atmosphere for a particular activity” [1]. That is, the “atmosphere” may hinder or facilitate the implementation of certain intentions, and the elements of uncertainty are inherent to the functioning and development of many processes. Such interpretation of the concept of situation leads to the understanding that due to different kind of situations, the result cannot be fully predicted. This fully applies to the processes in public administration.

Therefore, there is a need to carry out assessment of activity risks. “Risk is a quantitative characteristic of impact of dangers, which are formed by human activity, that is, mortality rate, morbidity and disability caused by the effect of a particular danger on people. Risk is directly linked to the concept of damages, that is, with a probability of loss or damage of the subject, the less risks is studied, the more damage is caused” [2]. It is the avoidance or mi-

nimization of such cases that should be regulated by the government, since the market with its aim of making a profit is not able to fully control the process of achieving the goal. In this regard, there is a need for accumulation and analysis of information regarding various adverse events to determine common trends and regularities of their manifestations. Moreover, public administration processes are also difficult to predict and are associated with the activities of enterprises and organizations in which the state acts as an entrepreneur (state enterprises) or a business partner.

An issue of partial predictability of processes in the sphere of public administration was covered in the works of N. Lutaniuk and P. Mykhno, O. Polovtsev. So, in particular, it is argued that “effective management of the public administration subject in modern conditions involves consideration of uncertainty and risk situations” [3]. “Organizations, no matter how large or small they are, face internal and external factors that shape the uncertainty. The effect of this uncertainty is a “risk” that is inherent in all activities” [4].

In studies of O. Polovtsev risk management in public administration is considered first of all from the standpoint of assessment and analysis of risks in management, more specifically “within logical and probabilistic approach” [5]. The researcher proposes “to exercise risk management based on logical and probabilistic approach in the management process over public administration subject”. The attractiveness and advantages of this approach are in clarity and certainty of quantitative risk evaluation and hand-

son opportunities during the analysis of the influence of system elements on its stability and security” [5].

This approach requires a clear classification of risks according to different criteria, and as a consequence ways to minimize them. However, even the economic literature is limited to the list of ways to limit risk without clear guidance regarding their use at a certain size of the potential damage, without introduction of clear criteria. One of the logical approaches to classifica-

tion of risks is to divide them into classes (groups), each of them is subdivided into certain types. This is the approach used by Y. Stoletov (table 1, compiled by the author), who states that “risk classification is the systematization of numerous risks based on characteristics and criteria and can gather a large number into general terms” [1].

However, this classification of the subject of risk management is far from complete, it indicates only the approaches to the classification and the

Table 1

Risk classification by Y. Stoletov

Classification criterion	Types of risks	Content of risk manifestation
Time of occurrence	retrospective	an overview of what happened in the past, an assessment of impact factors from the point of view of what happened
	current and future	determined by the current situation or the introduction of certain changes in the future
Basic factors of occurrence	political	determined by the change in the political situation, which in its turn affects entrepreneurial activity (border closures, fighting, etc.)
	economic	determined by adverse conditions in the economy of enterprise or in the economy of the state
Nature of accounting	external	related to the enterprise activities or its responsive group External risks are affected by a large number of factors — political, economic, demographic, social, geographical and others.
	internal	determined by the enterprise activities or its responsive group
Nature of the effects	pure (simple or aggregate)	always carry the loss of business activities
	speculative	can carry both — a loss and additional profit. The reason for this type of risks can be changes in the market, changes in currency exchange rates, changes in tax legislation and other
Area of occurrence	production	related to the manufacturing sector, production technologies
	commercial	related to changes in the market, suppliers, customers, competitors
	financial	related to the change in fiscal policy, inflation etc
	insurance	related to insurance

basic criteria. This is because the risk as a subject of management has different manifestations depending on the scope of activities, impact factors on the processes, situations and so on. Therefore, such studies should not be separate, they must be integrated into the world space. The development of the international standard ISO 31000:2009 Risk Management. Principles and Guidelines and ISO Guide 73:2009 Risk Management. Vocabulary was the result of research made by scientists from Australia, New Zealand, Japan and several other countries. “They have become effective tools used by private, state and municipal organizations of developed countries for the development, implementation and continuous improvement of the risk management system as a mandatory component of their management systems [3, p.10].

Thus, ISO 73:2009 defines risk as an effect of uncertainty on objectives [6]. ISO – International Organization for Standardization 31000:2009 defines the principles to ensure the effectiveness of risk management of the organization. These principles are defined as one of the management rules which characterize risk management from different points of view. That is, risk management:

- creates and protects evaluation (contributes to the improvement of health indicators, a person’s life, compliance with legislation, environmental protection etc.);
- is an integral part of all organizational processes;
- is a part of the decision-making process;
- expresses uncertainty;
- is structured, organized and coordinated in time;

- is based on the best available information;
- has its own peculiarities for each organization;
- takes into account human and cultural factors;
- is a dynamic process that can be repeated in time and is changeable;
- helps to improve the performance of the organization;

Transparency and inclusiveness are natural for risk management (transparency for investors and involvement of an increasing number of participants) [6].

Thus, these principles are those recognized general rules, which should be a basis for elaboration of risk management principles in a specific field. “The principle, in contrast to the idea of the law, in a plane of practice, should serve as the direction of behavior, the function of forming the behavioral standard of the ideal model” [8, p. 38]. Being derived from the common laws, the principles of risk management reflect the relationship, in accordance with which the management system should be established, operate and develop. It is impossible to achieve the objectives of risk management without operation of mechanism of public administration – “a means of achieving the targets, which implies the implementation of measures that are carried out on the basic principles in functional activities and management practices”. [9, p. 12]. Let us try to correlate the principles of risk management defined by ISO with the most complete list of similar principles in public administration specified by O. Biliavska [10]. In addition, these principles should be not just identified in the abstract way, but also transferred to the practical le-

vel, being linked with a specific industry sector, namely with construction (table 2 developed by the author).

There are always risks in construction in general and housing in particular. Some of them, the so-called inherent risks, can be pre-considered and transferred onto the shoulders of in-

urance companies. These risks include risks associated with the uncertainty of the process of running housing construction business. These losses are difficult to predict. It is hardly possible to transfer them onto the shoulders of insurance companies” [11]. Therefore, in large measure, in construction,

Table 2

The relevance of the ISO risk management principles with similar principles in the field of public administration and construction

The principle of risk management in PA.	The essence of the principle of risk management in public administration	ISO risk management principle	Risk management principle in construction
1	2	3	4
Target-setting	provides for harmonization of the goals of risk management with the mission and goals of the public authority in general. In particular, at first glance, a complete avoidance of risk is a positive thing in the public authorities. However, this situation is connected with the limit of the state’s ability to perform its functions. Therefore, the goal of risk management cannot be a complete avoidance of risk, but taking it into consideration to an acceptable level	part of the decision-making process	you need to think about the consequences/ effect of risk
Efficiency	reflects achievement of the maximum results in risk management with minimum cost, i.e. the cost of managing risk must be less than the possible costs that could be borne when implementing a risk in the absence of risk management. According to this principle, it is more profitable to undertake expenditures into managing risk than to incur costs as a result of adverse events		it makes no sense to risk more than your own capital can afford

1	2	3	4
Feedback	the current results of risk management must be compared with the goal set at the beginning. Violation of feedback leads to failures of the risk management system and the wrench of results that adversely affect the operation of the entire organization	structured, organized and coordinated in time	
Comprehensiveness	different risks should not be managed separately. The principle of comprehensiveness means that they should create a closed system having a hierarchical form during risk identification. They can be managed by different methods, but taking into account each other and with the cumulative assessment of the simultaneous action of all the risks. It is necessary to ensure that reducing one type of risk does not lead to growth of the other one.	an integral part of all organizational processes	
Tolerance	risk management must be structured in such a way that deviations in the system's operation (public authority) within a certain range of parameters of elements, subsystems, external environment or the behavior of other systems did not lead the system to disaster. The formation of risk management mechanism it is appropriate to define as many factors influencing the activities of a public authority as possible	takes into account human and cultural factors	you cannot risk the larger for the minor

the principles of risk management are studied. H. Verbitska uses a specific approach to the formulation of principles

in construction. The basic principles of risk regulation, according to her, are as follows:

- it makes no sense to risk more than their own capital can afford;
- you need to think about the consequences of risk;
- you cannot risk for the minor [12].

The rest is considered by the researcher as measures and techniques for limiting risk, allocating them into external and internal. “External methods of risk minimization include: transfer of risk, insurance, financial diversification, management consulting. There are the following internal methods of limiting risk: limiting, obtaining additional information, reserving funds to cover unexpected costs, business planning, validation of business partners, proper selection of personnel, organization of protection of trade secrets” [12]. As the study shows, risk management principles identified in different fields using different approaches are little correlated between each other. Therefore, there is a need to adapt the achievements of world scientific idea regarding risk management not only in scientific works, namely in their specific practical character. In our opinion, *risk management principles produced by ISO can be fully (without exception) taken as a basis in construction and operation of facilities, noting their contents and specifics for the construction industry.*

Besides, it should also be noted that in addition to the basic risk management principles in public administration that can be correlated with the ISO principles, O. Biliavska notes a number of specific principles, such as “causality, independence, integration, continuity, adequacy and reliability of information, adaptability, consistency, scientific validity” [10]. This list is

broader in comparison with the basic principles and is more consistent with the ISO risk management principles.

To understand the applied nature of the observance of risk management principles when regulating the construction industry it is advisable to bring to the light that to reduce the risk (prevention and reduction of possible damage) in this area in case of emergency situations of natural and technogenic character, the state regulates the legal field of such processes, establishing a number of requirements in the statutory documents and standards for construction, as well as creating the laws and regulations governing design and construction issues. These documents set out responsibilities of specific actors (performers) regarding minimization of possible risk, provide for specific measures, sanctions in case of non-compliance, and define the terms and procedure for regulation of economic and other activities. In addition, the state system of licensing in the construction industry is one of the state activities regarding risk prevention and improvement of the quality and reliability of the designed facility, security guarantees of staying inside of it. Thus, the state’s activity in this area in particular is associated with risk management.

Therefore, logically continuing on the subject, attention should be paid not only to principles but also on the components of risk management. “Risk management is a set of methods, techniques and measures that allow to predict the occurrence of risk events to a certain extent and take measures to reduce them” [13, 257].

By the structure of risk management, ISO 73:2009 refers to the rela-

tionship of elements ensuring that the principles and organizational measures used in designing, developing, implementing, monitoring, reviewing and continually improving risk management throughout the organization. Structure of risk management should be integrated into the overall strategy, policy and practice of the organization [6]. ISO Guide 73:2009 gives the following interpretation of the main components of the risk management process:

- establishing the context as defining external and internal factors to be taken into account when managing risk, and setting the scope and risk criteria and risk management for the risk management policy;

- continual and iterative processes that an organization conducts to provide, share or obtain information, and to engage in dialogue with stakeholders regarding the management of risk;

- risk assessment as a process, encompassing risk identification, risk analysis and evaluation of risk degree. With that, risk identification refers to the process of identifying, listing and describing the elements of risk, the risk analysis – the process to comprehend the nature of risk and estimate its level, and the establishment of the degree of risk – the process of comparing the analysis results with risk criteria to determine its admissibility;

- risk treatment as the process of its modification by removing the risk by means of taking decisions about the renunciation of work, in process of which or which could give rise to a harmful event, the elimination of sources of risk, changing the consequences of dangerous events;

- monitoring and reviewing as continual checking, supervising, critically observing or determining the status in order to identify change from the performance level required or expected, and to establish the degree of its adequacy and efficiency [6].

However, theoretical developments of scientists are rarely used in the practice of public administration in general and in construction in particular. Thus, P. Mykhno says: “At the same time, Ukrainian bodies of public administration, especially at the regional level, and local authorities rarely apply the world’s proven practices for effective risk management in their activities. This minimizes their effectiveness and pushes for excessive use of resources” [4]. At the same time T. Shevchuk notes that our legal framework at least in the investment part to a greater extent regulates risks for investors and governments. “Institutional investors, bodies of state power and local authorities are most protected from the risks. The least protected from the risks are individual investors who do not have the organizational, legal and information capabilities of effective risk management. That is what causes the need for investment by individual investors through financial intermediaries” [11]. Thus, legal factors of risk in construction are the most deterministic, predictable among all factors such as: economic, legal, administrative, architectural and construction.

Individual risks in construction are regulated by statutory acts. Thus, T. Serdyuk notes that “the legislation of Ukraine provides for the obligation for the trustee company to insure financial risks and responsibi-

lity towards investors for damage or destruction of property in their possession. They also provide for compulsory insurance by the developer of the responsibility before third parties, as well as insurance of construction and installation works" [4]. However, the question remains regarding the management of other risks that are not even insured, except documentation. The state provides for the formation of the Insurance Fund of Documentation, its management, keeping, and delivery to users of copies of documents of the Fund required for production, maintenance and repair of products of defence, mobilization and economic purpose, for *construction*, rescue and emergency recovery work and works during the special period, and also in the sphere of preservation of information on cultural values. Therefore, researchers in this field note that "the construction industry like no other is associated with the emergence of the financial and technical risks. Risks can arise both from the side of investors, developers and professional contractors in the international practice. Construction risks are a form of engineering or technical risks" [15]. So the question regarding generating components of public risk management in construction first requires the specification of the management subject, and thus a clear classification of risks from the perspective of public administration, disclosure of the principles of risk management specified in ISO 31000 International Standard specifically for the construction industry and, consequently, management subject and risk management scheme in public administration, suggested by

V. Polovtsev, can be adopted to comply with the ISO. It consists of a logically closed "sequence of the following procedures:

- prediction of inefficiency (failure) of management, caused by the parameters, i.e. when parameters go beyond the corridor of acceptable values;
- modeling and allocation of resource requiring test parameters, control and corrective actions;
- elaboration of process or system development with determining the values of test parameters, control and corrective actions at individual stages;
- processing information and making decisions about the choice of corrective actions;
- clarification of models to determine parameter values, resources for parameters and losses in case of impossibility to implement these parameters" [15].

Such modeling of risk management systematises the sequence of actions of the subject of management, gives the opportunity to select individual components of management as a dynamic process. That is, this approach allows to consider the system of risk management not in static, but in dynamics. However, the most important component of providing dynamic management process is such a component in static as personnel, since risk management requires deep knowledge of the industry where risk management is carried.

Conclusions from this study and perspectives for further research in this direction. Thus, the analysis of the scientific development of the subject of risk management in the construction sphere from the standpoint of administration has pointed to ambiguity of

the approach to classification of the subject of management, its principles of management, and, accordingly, components of such management. To solve the issue as to generating components of public risk management in construction it is required to specify the subject of management, therefore it requires a clear classification of risks in construction and in state regulation of this process. Adaptation of the ISO risk management principles to the conditions of state management and regulation of the construction sphere must be the direction of further scientific research. It is also appropriate to adapt the developed risk management models in the public sector to the construction industry and to develop requirements for the management entity in terms of competencies. In addition, the risk of a managerial decision by a civil servant in this field can be considered a separate area of research, since the activities of civil servants are clearly regulated by the law and by-laws, provided by the fundamental law of the state, which indicates that civil servants must act within the limits and in the manner prescribed by law. However, the law not always can regulate all situations that arise in management activities, so officials can act at their discretion within the law, based mainly on their own management experience. Acting at one's discretion in the field of public administration is associated with the risk both for the official and the consequences of making a risky decision for others. The classification of such risks and definition of the components of management resulting from such an approach may be a direction for further research.

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FORMATION OF MANAGERIAL ELITE THROUGH EXAMINATION SYSTEM: MERITOCRATIC APPROACH

Annotation. The article analyzed different systems of selection through examinations for public administration. The analysis of the selection of personnel for public service in France, Singapore, Japan, and China has been analyzed. The system of exams does not allow us to comprehensively analyze the skills and abilities of a future specialist. So, attention is paid to communicative abilities, as well as psychological peculiarities of the future manager. In our opinion, the system of exams does not allow us to comprehensively analyze the skills and abilities of a future specialist. So, attention is paid to communicative abilities, as well as psychological peculiarities of the future manager. The system of forming a management elite meritocratic principle must take several stages. The first stage is testing prior to studying at a higher educational institution, in order to identify the psychological features of a future specialist, as well as his ability to think and control analytically. The next stage is the preparation of a specialist taking into account the needs of the society in certain knowledge (economics, public administration, international relations, knowledge in history, psychology, socio-

logy, jurisprudence, knowledge of European and world law). The third stage is the testing and passing of the exam in order to determine whether a specialist has mastered the knowledge, and also to determine the level of its capabilities. If a specialist has ratings below average – he is recommended to either retrain or work in the private sector. When successful completion of final examinations (which are exams on the ability of the future manager), it is recommended for appointment to certain positions.

Keywords: public administration, meritocracy, meritocratic principle, selection of personnel, examinations in the selection of personnel in the system of public administration, management personnel.

ФОРМУВАННЯ УПРАВЛІНСЬКОЇ ЕЛІТИ ЧЕРЕЗ СИСТЕМУ ІСПИТІВ: МЕРИТОКРАТИЧНИЙ ПІДХІД

Анотація. Розглянуто різні системи відбору на посади державного управління. Проаналізовано досвід відбору кадрів на публічну службу у Франції, Сінгапурі, Японії, Китаї. Система іспитів не дає можливості всебічно проаналізувати здатності та навички майбутнього фахівця. Так, поза увагою залишаються комунікативні здібності, а також психологічні особливості майбутнього управлінця. Таким чином, система формування управлінської еліти за меритократичним принципом має проходити кілька етапів. Перший етап – це тестування до початку навчання у вищому навчальному закладі, з метою виявлення психологічних особливостей майбутнього фахівця, а також його здатності до аналітичного мислення та управління. Наступний етап – це підготовка фахівця з урахуванням потреб суспільства в певних знаннях (економіка, державне управління, міжнародні відносини, знання з історії, психології, соціології, правознавства, знання європейського та світового законодавства). Третій етап – це тестування та проходження іспиту фахівцем з метою визначення його знань, а також рівня його можливостей. Якщо фахівець має оцінки нижчі середнього – йому рекомендовано або пройти повторне навчання або працювати у приватному секторі економіки. При успішному складанні випускних іспитів (які є іспитами на здібності майбутнього управлінця) його рекомендують на призначення на певні посади.

Ключові слова: публічне управління, меритократія, меритократичний принцип, відбір кадрів, іспити при відборі кадрів в системі публічного управління, управлінські кадри.

ФОРМИРОВАНИЕ УПРАВЛЕНЧЕСКОЙ ЭЛИТЫ ЧЕРЕЗ СИСТЕМУ ЭКЗАМЕНОВ: МЕРИТОКРАТИЧЕСКИЙ ПОДХОД

Аннотация. Рассмотрены различные системы отбора на должности государственного управления. Проанализирован опыт отбора кадров на публичную службу во Франции, Сингапуре, Японии, Китае. Система экзаменов не дает возможности всесторонне проанализировать способности и навыки будущего специалиста. Так, без внимания остаются коммуни-

кативные способности, а также психологические особенности будущего управленца. Таким образом, система формирования управленческой элиты по меритократическому принципу должна проходить несколько этапов. Первый этап — это тестирование до начала обучения в высшем учебном заведении, с целью выявления психологических особенностей будущего специалиста, а также способности его к аналитическому мышлению и управлению. Следующий этап — это подготовка специалиста с учетом потребностей общества в определенных знаниях (экономика, государственное управление, международные отношения, знания по истории, психологии, социологии, правоведения, знания европейского и мирового законодательства). Третий этап — это тестирование и прохождение экзамена специалистом с целью определения его знаний, а также уровня его возможностей. Если специалист имеет оценки ниже среднего — ему рекомендовано или пройти повторное обучение, или работать в частном секторе экономики. При успешной сдаче выпускных экзаменов (которые являются экзаменами на способности будущего управленца) его рекомендуют на назначение на определенные должности.

Ключевые слова: публичное управление, меритократия, меритократический принцип, отбор кадров, экзамены при отборе кадров в системе публичного управления, управленческие кадры.

Formulation of the problem in general form and its connection with important scientific or practical problems. The personnel play the key role in the public administration system. These are the specialists, who make and implement the state and managerial decision, and development of the public administration system, quality and efficiency of the state and managerial reforms depends on them.

Today, there is a problem in ensuring the objectivity, efficiency and quality of competitive procedures for public officials, identifying professionally important qualities and abilities.

Therefore, the topic that is analyzed in the article is relevant and aims at systematizing the approaches to the problem of conducting exams as a basis of meritocratic principle.

Analysis of recent research and publications. The works of such national scientists as V. Averianov, H. Atamanchuk, Yu. Bytiaka, T. Vasylevska, N. Honcharuk, V. Luhovyi, V. Malynovskiy, R. Naumenko, N. Nyzhnyk, O. Obolenskiy, V. Oluiko, E. Okhotskiy, O. Parkhomenko-Kutsevil, T. Pakhomova, O. Radchenko, A. Rachynskiy, A. Sitsynskiy, I. Surai, O. Turchynov, S. Khadzhyradieva, O. Yakubovskiy and others are dedicated to various aspects of formation of qualitative and professional personnel structure of the public administration system, personnel selection, personnel assessment, testing, assessment of personal qualities of managers and formation of personnel potential of the public administration system.

At the same time, there are no systematic researches of theoretical ap-

proaches to the formation of management elite through examination system under the meritocratic principle.

Research objective. Analysis of theoretical approaches to the formation of management elite through examination system under the meritocratic principle.

Statement of basic materials. The system of formation of managerial personnel – managerial elite – through the determination of talents and professional skills has a long history. The examinations for selection of specialists as the emperor's servants have been introduced in China as far back as at the time of Emperor Wu of Han (141–87 BC). Under the reign of Eastern Han Dynasty (25-220 AD), the examinations for skills assessment were used to test the competence of candidates in certain fields, such as flood control and foreign policy, and the Imperial University expanded its influence even to determination of structure of officials [1, p. 88].

The meritocratic principle of managerial elite formation is relevant up to date.

According to the Law of Ukraine “On Civil Service” [3], “On Service in Local Self-Government Bodies” [4], the persons who have passed three stages of selection – testing, contextual tasks and interviews are appointed to the positions of A category (managers).

At the same time, these stages do not allow the selection of talented innovative leaders. Currently, the issue of providing the meritocratic approach to the formation of management elite, determining the efficient and productive approaches to assessment of personnel

of the public administration system becomes actual.

It should be noted that the National School of Administration in France (ENA) is the institution directly designed to implement the meritocracy principle. The activities of ENA are aimed at selecting the intellectual political elite of the country irrespective of social origin and its preparation for civil service. The enrolment to ENA is based on a rigorous selection by means of examinations. The candidates must pass five written examinations: civil law, economics, general knowledge, package of documents on European law and public policy or civil law and social policy, and the fifth examination is selected by the candidates from disciplines ranging from math to language. The next stage is passing five oral examinations – state finances, international policy, European or social issues, foreign language and a forty-five-minute “Great oral examination” open to the public, during which any questions can be asked, including personal questions. The next stage of the tests is sport test [6, p. 67-68].

After studying at ENA, the graduates are ranked according to their academic performance and they are guaranteed the job in the public administration system.

So, ENA forms the erudite persons who can be professionals in state administration, politics and business. Such specialists are able to solve issues in the management system and will master socially significant values: impartiality to all citizens, loyalty to democratic government and ethical use of community funds. They should be the competent technocrats with

the ability to solve extremely complex administrative issues keeping in mind that the policy is applied to real people [1, p. 134].

The appointment to the civil service is carried out based on competitive examinations. The Constitution of Japan recognized the principle of equal access of citizens to the civil service. The Law of Japan “On Civil Servants” (Article 33) stipulates that the candidate is recruited to the civil service according to his personal merits, professional training and business qualities that should be revealed by competitive examinations [8].

The organization of examinations is entrusted to the Personnel Affairs Council. The management for personnel recruitment and use consists of special examination department and four major examiners. By own rules, the Council may impose additional requirements for the first-time applicants, and in respect of persons applying for promotion — to limit the range of results being examined by selecting on the basis of past official activities.

The first-time applicants are examined in three separate groups: 1) persons graduated from the higher educational institutions; 2) persons with incomplete higher education; 3) persons with secondary education. In practice, only persons with higher education have the chance to take senior positions (as a rule, they are graduates of the Law Department of Tokyo University).

Only Japanese citizens can apply for admission to state service, but additional restrictions may be imposed on some special types of state service. For example, a person who is married to a

foreigner cannot become a member of the Ministry of Foreign Affairs.

The system of entrance examinations for the civil service, introduced at the end of the XIX century, operates without significant changes until now. Examinations can be written or oral. It is allowed to conduct an exam on physical training, assessment of special skills, etc. [2; 8].

Competitive exams are organized on the principle of “open doors”. The time and place of their conduct are announced in the media.

Requirements for competitive examinations are identical for most state establishments. Only some ministries prepare their own written and oral examinations. The Ministry of Foreign Affairs is among them. Candidates for career diplomats (they must be not younger than 20 and not older than 28 years old), pass written examinations during three to four days in June, on the following subjects: Japanese Constitution, international law, economic theory, history of diplomacy and foreign language. In addition, the candidate chooses, at his discretion, administrative or private law as the exam, as well as one of the sections of the theory and practice of monetary and financial relations. There is also a “general exam” in the form of a group discussion on one of the subjects in order to determine the ability of candidates to quickly perceive the essence of different opinions, develop their approach, use convincing arguments in formulating their own position [2].

The number of points gained on the examinations is put into the examination sheet, which is created for each person passing the exam and which remains valid for one year.

Singapore instead selects political talents from the school, as well as examines them with a whole set of examinations at key stages of the selection process and career growth [1, p. 87]. When creating a system for managing of state personnel from the start, Singapore's leaders were guided by their country's strategic needs in their work, rather than immediate benefits and their own interests. They considered the building of an effective HR management system as one of the primary tasks. The purpose of the system was to select, develop and maintain the best of the best for work in state organizations. And to date, Singapore has been pursuing a personnel policy based on "three principles: awareness of the strategic importance and key role of talent and leadership among state officials; meritocracy is a system of recruitment and promotion of officials based on their professional and business qualities; the fundamental requirement for leaders is honesty and sincerity" [9, p. 25].

For the continuous improvement of this system, since its launch in the 1950s, there was a need for the political will of the leaders for which Singapore's success was above their own interests. Political and administrative authorities were divided in Singapore in 1955. This reform met the resistance of a large number of state officials, as it deprived them of the possibility of patronage and appointment to positions on the principle of loyalty, not professionalism, but initiated the construction of a new system based on meritocracy, which provided that the promotion and rewards were based on merit, and not on seniority or political affiliation. Public Service Commission

(PSC), which had to meet public demand for personnel in accordance with the principle of meritocracy and, in addition, to ensure the effective work of the branches of power separated after the reform, was created. The commission included only those people who did not previously hold political or administrative positions. And up to this time the members of the commission are professionals coming from the private sector, who are appointed by the president on the recommendation of the prime minister [10].

Such an approach to the formation of the Commission made it considerably less dependent on political and administrative authorities, which enabled the selection of personnel on an objective basis. Today, the functions of the PSC include: appointment of employees to senior positions and their further promotion; study of complaints from state officials on decisions taken in the personnel committees; disciplinary control of state officials; control over personnel committees; management of the Singapore Government program for scholars. The main tool for replenishing the human resources reserve of the country's senior executives is the Singapore Government scholarships. The scholars are selected on the basis of two characteristics: they should be included in 1% of the best graduates of the school and have the competence of management (participation in volunteer movements and public organizations, etc.). Scholarships are issued annually and are intended for higher education at the best universities in the country and abroad. The ministries and committees independently form the number of scholars they need, and

if more applicants are eligible under the criteria, scholarships can be issued to all. Administrative Service (AS – Administrative Service) is the highest executive body in the country. Despite the fact that AS employees are part of the state apparatus, they are managers of wide profile and are not affiliated with any of the ministries [10].

In general, they use several methods for the initial selection of potential senior managers. So, after graduation, graduate-scholars receive training under the Management Associates Program Management (MAP) specially created for those who start their careers at the state service. Also there is periodic monitoring of former scholars that already work in ministries, but did not pass to AS immediately after the MAP program, and attraction of top business professionals to ensure diversity of views and enrich the experience of AS employees [9, p. 28].

In order to improve the assessment and promotion mechanism of state officials, Potential Appraisal System (PAS – Potential Appraisal System) was created in 1983 on the basis of Potential Appraisal System of Shell Company, one of the main investors in the Singapore economy [10]. Their system of modernization and development of the state service is based on two main tools: performance assessment, which includes self-assessment of results and qualitative assessment of activities, as well as assessment of potential, which is a recommendation on development (depending on the objectives for the next period) and an overall assessment of the potential by the supervisors. It is based on a competency model. Each team member evaluates the potential

of the co-employee separately from the others. The final evaluation of development at the moment – the current estimated potential as a whole (CEP) – determines the highest position that a given person can take at the peak of a career, that is, his/her potential (now and in general). Besides this, the regular assessment of potential contributes to the continuous renewal of personnel composition. For example, if by the age of 35 years, the employee does not demonstrate the potential to become Deputy Minister, he or she is recommended to leave the Administrative service. Continuous training and professional development are the main aspects in talent management. That is why the Civil Service College (CSC) is working in Singapore, the goal of this establishment is development of a research center for the study of the practice of state policy of Singapore as well as search for new ideas from around the world in the field of state administration; the exchange of experiences between the sector of the state service and business; the establishment of a common system of values, sense of community and corporate spirit among state officers [1; 10].

Today, the exams on election on state service in China are more like IQ tests designed to select individuals with good analytical skills. Such examinations include a set of questions on the analysis of public policy and provide an opportunity to identify persons capable of analyzing complex problems in various aspects [2; 5].

In our opinion, the system of examinations does not provide an opportunity to fully analyze the abilities and skills of the future specialist, because

no attention is paid to communication skills, as well as psychological characteristics of the future manager.

Thus, according to the meritocratic principle, the system of formation of the managerial elite should pass several stages. The first stage is testing prior to the start of study at higher education establishment, in order to identify the psychological characteristics of the future specialist, as well as his skills of analytical thinking and management. The next stage is the training of a specialist taking into account the needs of society in certain knowledge (economics, state administration, international relations, knowledge of history, psychology, sociology, law, knowledge of European and international law). The third stage is conducting of tests and exams in order to determine, if the specialist mastered the knowledge, as well as to determine the level of his abilities. If a specialist has below-average grades, it is recommended for him/her to either repeat the study course or work in the private economy sector. If the specialist successfully passes the final exams (which are exams on the skills of the future manager), he/she is recommended for appointment on certain positions.

Obviously, this algorithm makes it possible to appoint more experienced professionals and to educate professionals. However, today, it is impossible to implement such method of appointment on positions in the system of state administration, as the current legislation (including the laws of Ukraine "On civil service" and "On service in local self-government") provides for the appointment on positions in the system of state administration only upon results of competitions, which are

often nonobjective and preconceived. Therefore, the main mechanism for regulation of the meritocratic principle of appointment of professional managers is to change the current legislation of Ukraine.

Conclusions: The article analyzes various systems of selection through examinations for state administration positions. It is rationalized that according to the meritocratic principle, the system of formation of the managerial elite should pass several stages. The first stage is testing prior to the start of study at higher education establishment, in order to identify the psychological characteristics of the future specialist, as well as his skills of thinking and management. The second stage is the training of a specialist taking into account the needs of society in certain knowledge (economics, state administration, international relations, knowledge of history, psychology, sociology, law, knowledge of European and international law). The third stage is conducting of tests and exams in order to determine, if the specialist mastered the knowledge, as well as to determine the level of his abilities. If a specialist has below-average grades, it is recommended for him/her to either repeat the study course or work in the private economy sector. If the specialist successfully passes the final exams (which are exams on the skills of the future manager), he/she is recommended for appointment on certain positions.

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PARLIAMENTARY OPPOSITION. EUROPEAN EXPERIENCE FOR UKRAINE

Annotation: Problems related to the activities of the political opposition, its rights and the possibilities of influencing the state policy of the ruling elite, relate to those levels of resolution which largely determine the level of development of democratic processes in the country. This fully applies to the parliamentary oppo-

sition as a leading part of the political opposition. The article, which is intended for the attention of readers, just deals with the regulatory and legal support and practical activities of the parliamentary opposition in the countries of the European Union, whose experience is a clear example of solving this problem and should be started in Ukraine. Of course, given its specifics.

It is substantiated that the level of development of democracy is largely measured by the level of rights and opportunities provided by the opposition, in particular, the parliamentary opposition, the nature of the relationship between the authorities and the opposition, the level of legal and regulatory support for the latter. Unfortunately, it has to be noted that in Ukraine today the activity of political opposition, first of all parliamentary opposition, is not sufficiently regulated, and in this connection it makes sense once again to address the question of how it is solved in the leading democratic countries of Europe. It is noted that scientific analysis requires the question of the political and legal status of the parliamentary opposition in countries with different forms of government, and especially those in which its mixed model is implemented. Equally important is the issue of institutionalization of the parliamentary opposition. This, in other words, determines the relevance of the topic of the article.

It is noted that the political practice of developed democracies of European countries convincingly shows that providing the parliamentary opposition with the full opportunity to present and defend its position, alternative to the point of view of the current government, giving it the right not only to express and protect its own position, but also to take part in the development of the state policy at the stage of its formation, competition with the ruling political forces, control over their activities and criticism of its negative manifestations is a very important factor in the democratization of states good governance, stabilization of the political system, prevention of political conflicts, mitigation of social tension in society and consolidation of its integrity on a democratic basis.

The article is intended for public servants and students of the National Academy of Public Administration, as well as all other readers interested in political issues.

Keywords: parliamentary opposition, European experience, democratic foundations, political conflicts.

ПАРЛАМЕНТСЬКА ОПОЗИЦІЯ. ЄВРОПЕЙСЬКИЙ ДОСВІД ДЛЯ УКРАЇНИ

Анотація. Проблеми, що пов'язані з діяльністю політичної опозиції, її правами і можливостями впливу на державну політику правлячої еліти, належать до тих рівнів, вирішення яких значною мірою визначає рівень розвитку демократичних процесів у країні. Це повною мірою стосується й парламентської опозиції як провідної частини опозиції політичної. Розглядаються питання нормативно-правового забезпечення і практичної діяльності парламентської опозиції в країнах Європейського Союзу, досвід яких є

виразним прикладом вирішення зазначеної проблеми і має бути започаткованим в Україні, з урахуванням її специфіки.

Обґрунтовано, що рівень розвитку демократії значною мірою вимірюється рівнем тих прав і можливостей, які надаються опозиції, зокрема парламентській опозиції, характером відносин між владою та опозицією, рівнем нормативно-правового забезпечення діяльності останньої. На жаль, доводиться констатувати, що в Україні на сьогодні діяльність політичної опозиції, насамперед опозиції парламентської, не є унормованою достатньою мірою. Отже є сенс ще раз звернутися до того, як це питання вирішується в провідних демократичних країнах Європи. Зазначено, що наукового аналізу потребують питання політико-правового статусу парламентської опозиції в країнах з різними формами державного правління і особливо тих з них, в яких реалізована його змішана модель. Не менш важливим є й питання, пов'язане з проблемою інституалізації парламентської опозиції.

Зазначено, що політична практика розвинених демократій європейських країн переконливо свідчить, що надання парламентській опозиції повноцінних можливостей висувати і відстоювати свою альтернативну позицію й надати їй права не тільки висловлювати і захищати її, але і приймати участь в розробці державної політики на етапі її формування. Конкуренція з правлячими політичними силами, контроль за їх діяльністю і критика її негативних виявів є дуже важливим фактором демократизації державного управління, стабілізації політичної системи, запобігання політичним конфліктам, пом'якшення соціальної напруги в суспільстві і закріплення його цілісності на демократичних засадах.

Ключові слова: парламентська опозиція, європейський досвід, демократичні засади, політичні конфлікти.

ПАРЛАМЕНТСКАЯ ОППОЗИЦИЯ. ЕВРОПЕЙСКИЙ ОПЫТ ДЛЯ УКРАИНЫ

Аннотация. Проблемы, которые связаны с деятельностью политической оппозиции, ее правами и возможностями влияния на государственную политику правящей элиты, относятся к тем уровням, решение которых в значительной мере определяет уровень развития демократических процессов в стране. Это в полной мере относится и к парламентской оппозиции как ведущей части оппозиции политической. Рассматриваются вопросы нормативно-правового обеспечения и практической деятельности парламентской оппозиции в странах Европейского Союза, опыт которых является выразительным примером решения указанной проблемы и должно быть основанным в Украине с учетом ее специфики.

Обосновано, что уровень развития демократии в значительной степени измеряется уровнем тех прав и возможностей, предоставляемых оппозиции, в частности парламентской оппозиции, характером отношений между властью и оппозицией, степенью нормативно-правового обеспечения дея-

тельности последней. К сожалению приходится констатировать, что в Украине на сегодня деятельность политической оппозиции, в первую очередь оппозиции парламентской, не является нормированной в достаточной мере, и в этой связи есть смысл еще раз обратиться к вопросу о том, как они решаются в ведущих демократических странах Европы. Отмечено, что научного анализа требуют вопросы политико-правового статуса парламентской оппозиции в странах с различными формами государственного правления и особенно тех из них, в которых реализована его смешанная модель. Не менее важным является и вопрос, связанный с проблемой институализации парламентской оппозиции.

Отмечено, что политическая практика развитых демократий европейских стран убедительно свидетельствует, что предоставление парламентской оппозиции полноценных возможностей для представления и отстаивания своей альтернативной позиции, предоставление ей права не только выражать и защищать ее, но и принимать участие в разработке государственной политики на этапе ее формирования. Конкуренция с правящими политическими силами, контроль за их деятельностью и критика негативных проявлений является очень важным фактором демократизации государственного управления, стабилизации политической системы, предотвращения политических конфликтов, смягчения социальной напряженности в обществе и закрепления его целостности на демократических началах.

Ключевые слова: парламентская оппозиция, европейский опыт, демократические принципы, политические конфликты.

Formulation of the problem. Having chosen the course of European integration as the dominant of its policy, Ukraine thereby assumed the obligation to bring its political system, the nature of the social relations, political culture in line with democratic procedures and principles. In particular, it deals with the implementation of such an important principle of democracy as the observance of the so-called rule of minority rights. Indeed, the essence of democracy as a political regime and the form of socio-political relations is determined not only – and not so much – that it involves the manifestation and realization of the will of the majority,

the level of protection of human rights and citizen, the guarantee of the right of the citizens to free expression of their views, criticism of the actions of the authorities, control over its activities. Moreover, the generally accepted tradition in democratic countries is the recognition of a democratic postulate that minority rights must be protected even more so than majority rights, since the latter has wider possibilities to protect its interests through the ownership of the power. On the other hand, power can only be strong when it is opposed by the opposition, a political minority. This forces it to constantly confirm its right to govern the society

and the state. However, it is clear that both the majority and the minority in and of themselves are rather abstract concepts that, in the intentions of protecting their interests, they must rely on appropriate organizational structures such as political parties, socio-political unions, and which carry out their functions aimed at protecting the interests of those groups of the population that supports them, or relying on the authorities or through opposition to these bodies. Hence it is the role and significance of the political opposition in democratic societies that most clearly manifests itself through oppositional activities in the parliament.

Analysis of recent publications on the subject. The problem of the functioning of the parliamentary opposition and the peculiarities of its political and legal status in developed democracies did not go unnoticed by the domestic researchers. Among the scholars involved in this problem are G. Berestova, L. Honyukova, Y. Dreval, V. Ilnitska, S. Kononchuk, A. Kulsha, M. Myhalchenko, N. Osipova, R. Pavlenko, M. Paharev, O. Petrenka, H. Postrygan, Yu. Rozenfeld, O. Sovgyr, M. Shevchuk, O. Shlyakhtun and others. So in the works of O. Sovgyr the legal status of the parliamentary opposition in different countries of the world is thoroughly investigated, as well as the problem of its institutionalization, which are devoted to the work of Y. Dreval and U. Ilynitsk; the theoretical aspects of the political, in particular, of the parliamentary opposition, are dealt with in the writings of M. Mykhalchenko, O. Shlyakhtun, H. Postrygan; L. Honyukova examines the problem of the legal status of the

political parties. To a greater or lesser extent, the writings of these authors analyze various aspects related to the peculiarities of the functioning of the parliamentary opposition in the countries of the European Union. In their writings, domestic scientists are suggesting the use of certain models of the functioning of the parliamentary opposition in Ukraine, providing a lot of practical recommendations on how to implement them — these models — in life. But one has to admit that these recommendations, as a rule, do not receive due attention and the desire to implement them among the Ukrainian parliamentarians of virtually all convocations of the Verkhovna Rada and remain good intentions. The weakness of the role and nature of the activities of the parliamentary opposition in Ukraine, of its rights and powers, of its political and legal status, and, ultimately, of its responsibility, forces them to return to this problem again.

Formulation of the purposes (goal) of the article. Analysis of the state policies of the European Union countries regarding the status and role of the parliamentary opposition and its institutionalization in order to adapt the relevant experience to the socio-political realities of Ukraine.

Presentation of the main material. Parliamentary opposition, defined as a “parliamentary (deputy) group or faction represented in the parliament by a political party or coalition (unification, bloc) of parties that disagree with the political course of the head of the state and/or executive and oppose certain steps of the government on the fundamental issues of state policy” [1, p. 466] is thus an integral part of creating a

credible system of checks and balances in relation to power structures.

Opposition is an institution whose purpose is to express interests and values that are not represented in the activities of the ruling regime. It reflects the protest activity of the population aimed at counteracting undesirable actions of the authorities and correcting its decisions and actions [2, p. 228–240]. Accordingly, the parliamentary opposition is a kind of political opposition, the form of civilized opposition of deputies, parliamentary groups and factions to the official political course, and its main task is constant and effective control over the decisions and actions of the authorities, constant pressure on it to correct the political course chosen by the current authorities in the desired direction for the voters who chose them. The parliamentary opposition is a kind of organizational counterweight to the political forces in power. It follows that the most important function of the parliamentary opposition is the control over the activities by the executive authorities as a structure that develops and implements policies. Accordingly, the very important condition for the fruitful activity of the parliamentary opposition is its institutionalization, that is, the legal regulation of the rules for its functioning, since only on such a basis its activities will not only be a formal sign of democracy, but will be practically influential. The institutionalization of the parliamentary opposition leads to competition between the political forces both during and after the exercise of the power, provides increased control over the activities of the government structures, the stability of the

political system, the improvement of the government and administration practices, and promotes the productive activities of the representative and executive structures. Thus, its legal effective functioning is a decisive feature of the democratic regimes, and the high degree of recognition by the authorities of the opposition's rights to political struggle and the alternative vision of solutions to actual problems and tasks have a positive effect on the democratization of the socio-political life [3, p. 78].

It is obvious that the Ukrainian legal framework for today does not provide sufficient guarantees of the rights of the political, in particular, parliamentary, opposition, as a minority, which needs to support its ability to ensure competition in the political market, thus contributing to deepening the processes of democratization of the state policy and public administration. However, for the sake of justice, it should be noted that the processes taking place in Ukraine to establish the status of opposition are, in principle, typical for transitional societies, to some extent legitimate for the corresponding state of development of the political system and the level of maturity of the political elite.

The factors that limit the effectiveness of the parliamentary opposition in Ukraine and do not promote the establishment of constructive relations between it and the authorities and which hinder its legal certainty should include certain objective preconditions that are related to the peculiarities of the functioning of the political system of Ukraine, its insufficient definiteness that manifests itself

in the ongoing discussions about the form of government that should be applied, with persistent political crises and, as a result, political instability, with unresolved issue of the political structuring of the Verkhovna Rada, the weaknesses of the party system and the weakness of the political parties, the low level of their influence and the trust of the citizens. To these factors the insufficient level of the civil society development, the low level of political and legal culture as representatives of the government and the opposition itself should be added.

The interaction of the authorities and opposition in Ukraine is not yet in line with the principles of democracy. Achieving the necessary interaction between the authorities and the opposition is possible only by abandoning destructive actions, mutual tolerance, promoting the general development of the political culture and the application of civilized forms of political struggle. Permanent dialogue between the authorities and the opposition, its openness, the abandonment of brutality and various anti-technologies — all this is a way to create effective mechanisms for interaction between the authorities and the opposition [4, p. 156–163].

In this context, its thorough analysis of the legal framework, forms and methods of the activities of the parliamentary opposition in the European Union is extremely important.

First of all, it should be noted that under the conditions of democracy, the parliamentary opposition has a well-defined legal political and legal status, according to which the law defines the organizational forms of its activities, its tasks and functions, quotas of rep-

resentation in the governing bodies of the parliament — and in many countries there is also a list and the number of parliamentary committees that they are entrusted to chair, the conditions for financing its activities, etc.

Subjects of the parliamentary opposition are deputies' associations (factions, parliamentary groups) who have a legitimate right to exercise power. At the same time, the question of the role of political parties in the formation and realization of the parliamentary opposition deserves special attention. It can be said that the parliamentary opposition in the modern democratic countries has a party character, since it is the parties that give it the quality of stability, constructiveness, organizational, ideological unity. According to L. Honyukova and B. Maksimets, "one of the new tendencies of the legal institutionalization of the political parties is the assignment of a special legal status to opposition parties" that provides for the functioning of a real multi-party system [5, p. 145].

The importance of the parliamentary opposition is drawn to the attention of many documents of the European Union. Thus, in accordance with the PACE Resolution "Procedural Recommendations Concerning the Rights and Duties of the Opposition in a Democratic Parliament" / No. 1601 of January 23, 2008/ it is emphasized that one of the indicators of a democratic parliament is the amount of funds that the opposition or parliamentary minority possesses in order to carry out its tasks. The political opposition in the parliament, noted later in this document, is an essential component of a well-functioning democracy, and one of the main

functions of the opposition is the proposal of compelling political alternatives to the majority in power, through publicly considering other options for the political decisions. By exercising control and criticizing the work of the government in power, constantly evaluating the government's activities and requiring the government to report, the opposition provides transparency in government decisions and the effectiveness of the public affairs administration, thus protecting the public interests and avoiding misuse and misconduct. It is further emphasized that at the level of national parliaments, the right to form a political opposition and to give it a status that allows it to play a responsible and constructive role should be guaranteed [6].

Thus, the very existence of a parliamentary opposition is already a necessary prerequisite for ensuring the rights of the minorities in the conditions of dominance of the will of the majority and therefore it should be considered as a factor of democracy and the expression of the will of the people, of its sovereignty. Parliamentary opposition guarantees minority representation and protection of its interests, creates conditions for real political freedom, forms competition between the political forces. It helps identify the weaknesses in the government's activities, criticizes the alleged shortcomings, thereby contributing to improving the effectiveness of its actions, hampering the intentions of the ruling elite in one way or another to break the cornerstone of democracy — the principle of the division of power. Finally, thanks to the activities of the parliamentary opposition, conditions are created for the democratic circula-

tion of the ruling elites, ensuring the possibility of their measurable change.

There is another very important point that determines the activities of the parliamentary opposition in the democratic countries — it is its civilized nature. It manifests itself first of all in observing the principles of tolerance during the political struggle, as well as in the fact that, as noted by the German political scientist G. Auberotter, the contradictions between the majority and the minority are, at the same time, based on “the fundamental unity in this and the other side of the alternative and not endangering the foundations of the constitutional and legal systems” [1, p. 428].

All this is taken together and allows us to confidently characterize the significance of the political opposition as one of the main features of democracy.

In order to ensure precisely this state of affairs, the constitutional and legal legislation of the democratic countries contains a number of guarantees of the status of the parliamentary opposition. And it's not about whether there are special laws about the opposition in the country.

Indeed, in most European countries, there are no separate laws that would regulate the activities of the political, in particular, the parliamentary opposition. But this is not a manifestation of underestimation of its role. In developed democracies, political elites, who from time to time change each other in the helm of the power, have long understood the need for the opposition as a healthy alternative to the current government. Therefore, there is no need for some additional guarantees of the function-

ing of the opposition in the form of special laws, especially since the main provisions that establish and regulate its activities are usually enshrined in the constitutions and other laws, not to mention the many years of political traditions that have developed in these countries in which democracy simply does not appear without opposition, without guarantees of its rights and freedoms. Therefore, the main focus in these countries is not so much on the matters that are related to the legal framework of these guarantees, but on the problems of creating effective mechanisms for resolving conflicts that constantly arise in the relations between the authorities and the opposition, concerning the side guarantees of opposition rights.

These include, in particular, the use of a proportional electoral system during elections, which provides wider opportunities for the minorities to be represented in representative bodies. Considerable attention is also paid to observing the principle of proportionality and equality of the factions in the organization and procedure of the parliament, on a clearer distribution of parliamentary time between the introduction and consideration of the government and parliamentary projects. This should include the issue of ensuring equal opportunities for the parties and candidates in elections, loyal demands for the formation of the political parties, ensuring adequate guarantees of the political rights of the citizens, in particular freedom of speech and press, mass events, petitions, etc.

The framework of this article does not allow to properly disclose all the aspects of the activities of the parlia-

mentary opposition in the EU. But in this there is no unnecessary need as these issues are deeply embedded in the national scientific literature. It should be noted only that the experience of the regulation of the rights of the parliamentary opposition in the European countries, as a rule, legally establishes its basic rights as:

- the right to represent in the governing body of a legislative body;
- the right to control the activities of the parliamentary majority and, accordingly, the government;
- the right to parliamentary disclosure of their own political position.

The realization of the corresponding rights is ensured by the inclusion of the relevant norms in the constitution and in the parliamentary regulation or only in the regulation through the adoption of a separate law on parliamentary opposition, through the inclusion of relevant norms into separate laws regulating the political activity — for example, in the laws on political parties.

For example, in the Constitution of the French Republic in 2008 amendments were made containing the term “opposition” and aimed at ensuring the guarantees of its functioning. In accordance with the amendments, the constitutionally stipulated provisions on the recognition of the special rights of the opposition as its minority groups by each House of Parliament of France are reserved one day a month for the agenda proposed by the opposition. In general, it should be noted that the parliamentary procedures of France have a lot of clarifications of the regulations that do not allow the direct pressure of the majority on the deputies during the decision-making process.

The Constitution of the Portuguese Republic contains the article “Political Parties and the Right to an Opposition” according to which the right to an opposition is recognized by a parliamentary minority. The Art. 40 of the Portuguese Constitution gives the parliamentary opposition the right to broadcast live on state radio and television in proportion to the number of mandates. In addition, the opposition parties have the right to regularly receive from the government information on issues of the public interest. The political parties represented in the Assembly of the Republic (unicameral parliament), but not included in the government have the right to answer the state radio and television (and for free) and a political objection to the political statements of the government.

In a number of countries the recognition and guarantees of the status of the opposition are contained in the constitutions of the federation subjects, as is the case in Germany. For example, in the constitutions of the lands of Hamburg and Schleswig-Holstein political opposition is declared an integral part of the parliamentary democracy.

In most European Union countries the rights of the opposition are regulated by parliamentary regulations. Thus, in accordance with the Standing Rules of the House of Commons of the British Parliament, the law has established the provision according to which the party that ranks second after the ruling number of the mandates has the status of the opposition of Her Majesty that enshrines the right to create a so-called “shadow cabinet” — a special steering committee for which each member is determined by a certain direction of

the political activity that corresponds to the competence of a particular ministry.

In the Seimas of Lithuania, according to the opposition, in accordance with the regulations, there are such rights as the appointment of one deputy chairman of the Seimas, chairman or deputy chairman of the budget committee (in which this person is elected by exclusively opposition deputies), the definition of the agenda of certain days of meetings, holding of press conferences, the right of the first statement when considering in the Diet the programs and reports of the government. The opposition leader also has special privileges. He is a member of the Seimas, has the right to an extraordinary speech during discussions and may urgently submit draft laws for consideration.

The experience of the functioning of the parliamentary opposition in the EU countries is a convincing example for those countries in which this institution is in the process of becoming. Among the most fundamental features of the activity of the parliamentary opposition that may be borrowed by such countries as Ukraine, should be: the attribution of the parliamentary opposition to the fundamental institutes of the constitutional law; clear political structure of the parliament; obtaining by the parliamentary opposition positions of deputy chairmen of the parliamentary committees; clear definition of the parliamentary committees that are chaired by representatives of the parliamentary opposition; providing the opposition with the right to determine the agenda of one or several parliamentary sessions during the session; the right of the parliamentary opposition

to dispose of a certain part of the budget; acquisition of scientific and auxiliary services of the parliament with the consent of the opposition and so on [7].

As we see in European countries, various forms are used to guarantee the official functioning of the parliamentary opposition, the presence of which does not require the adoption of a separate law. To say the only country in the European Union where a similar law is adopted is Portugal. But it is precisely its example that is most appealing to the countries that have emerged from totalitarian regimes — Portugal has embarked on a path of democratic development after many years of reigning the dictatorial regime of Salazar.

The need to adopt a separate law on the opposition that would include and regulate the activities of the parliamentary opposition is relevant for those countries that have escaped from the grip of totalitarianism and have just begun to build a democratic society without having a solid democratic tradition. Under such conditions the path to democracy encounters many barriers and difficulties associated with various economic disruptions, the instability of the political system, the weak democratic-minded political elite, the low level of political and legal culture, etc., which often leads to profound social and political crises. Under such conditions, the need for additional legal regulation of certain aspects of the socio-political life, including those related to the relations between the separate components of the political system, is emerging. And the relationship between the government and the opposition is exactly the same in the sphere of the social relations that re-

quire such additional regulation in the form of a special law.

It should be emphasized that the adoption of such a law is important and useful not only for the opposition, but also for the authorities, because, firstly, they create legal channels of interaction and regulation of the opposition, and secondly, the government acquires the necessary democratic features due to gaining more openness and transparency.

Therefore, it is hardly possible to agree with those domestic politicians and scholars who deny the need for such a law justifying its position by the adequacy of the existing legal regulation of the opposition in existing legislative acts that regulate political-legal relations in various spheres of the political-legal activity and in the Regulations of the Verkhovna Rada.

In addition, it has to be noted that in the current legislation of Ukraine issues that are related to the activities of the opposition are regulated in a very declarative mode. Attention is drawn to the fact that the status of the opposition is not sufficiently regulated at the level of the Constitution of Ukraine, in the content of which does not even apply this concept. All this can not but help to a certain imbalance of the legal regulation of the relationship between the authorities and the opposition, between the majority and the minority, creating unwanted conflicts in these interrelations.

Thus, many constitutional norms have been laid down in the Constitution of Ukraine that confirm the possibility of exercising parliamentary opposition activities. In particular, one can mention the constitutional fixing

of such provisions as: consolidation of the principle of building a social life on the principles of political diversity [1; 15]; the consolidation of the rights of the citizens, the right to freedom of thought and speech, the free expression of their views and beliefs; the right to freedom of thought (Art. 35); the right to freedom of association in political parties and public organizations [36]; for participation in the administration of the state affairs [38], etc. However, all these statutory norms are primarily general and require appropriate legislative support. As for the problems of functioning of the opposition, as it was noted, it is not even mentioned about it [8].

Thus, after analyzing the Constitution of Ukraine in order to consolidate in it the legal principles of the activity of the parliamentary opposition, it can be stated that it contains only general preconditions for the consolidation of the status of the parliamentary opposition.

To a certain extent the problem of the institutionalization of the parliamentary opposition was reflected in the Law "On Political Parties in Ukraine". According to which political parties are guaranteed freedom of opposition activities, including the possibility to defend their position on the state and public life, to participate in the discussion, to provide a critical evaluation of the actions and decisions of the authorities through state and non-state media, to submit to the state authorities and to the bodies of the local self-government proposals which are obligatory for consideration by the corresponding bodies in the established order.

Particular attention is paid to the issues of the parliamentary opposition in the Verkhovna Rada Regulations that declares that parliamentary factions or their associations may be subjects of opposition activity in the Verkhovna Rada of Ukraine. The parliamentary faction that is not a member of the coalition of the majority, may decide on opposition to the political course of the coalition and/or the Cabinet of Ministers formed by it. The report on the opposition of the parliamentary faction must be announced at the plenary session of the Verkhovna Rada by the chairman or authorized representative of the faction concerned.

The regulation also provides for a number of rights that are endowed with opposition factions, and those factions that are not part of the majority or the opposition. These rights include, for example, rights regarding the timing of speeches in plenary meetings, the rights regarding the organization and holding of "time of questions to the government". However, the Verkhovna Rada's Regulations declared institutionalization of the activities of the parliamentary opposition are, in general, too general in nature and not necessarily standardized. There is no clear definition of the processes of formation of the opposition, the principles of its functioning, rights and obligations. In addition, the rules of procedure, as evidenced by the practice of the Verkhovna Rada, are often violated, and especially those that are related to the activities of the opposition.

Conclusions and perspectives of further research. Thus, one can state that today in Ukraine, in the absence of a direct legislative regulation of

the legal status of such a structural element of the parliament as a parliamentary opposition, nevertheless there are some foundations of the activity of this subject of political relations on the principles that are inherent in democratic societies. However, they tend to be too general, declarative. In Ukraine there is an urgent need to turn the parliamentary opposition into a truly full-fledged subject of constitutional law and political life. The only way to do this is to adopt a special law on political opposition that would provide for a clear institutionalization and standardization of such a leading form as a parliamentary opposition. This, for example, should foresee the consolidation of the official status of the opposition in the largest number of parliamentary parties or factions not belonging to the parliamentary majority, giving the opposition the right to appoint a Vice-Speaker of the Verkhovna Rada. It is also worthwhile to give the opposition the right to chair those parliamentary committees whose activities clearly have control functions, in particular, to strengthen the ability of the committee to chair the committees on budget, fight against corruption and organized crime, ethics, freedom of speech and information, human rights, the right to nominate the chairman of the Accounting Chamber. All this will contribute to the democratization of the parliament, its clear political structuring of the parliament, the enhancement of the party discipline and, in general, the increase of the effectiveness of the parliamentary activity.

In this connection, it seems expedient to further study this problem, mainly in the direction of implement-

ing the idea of normative legal institutionalization of the activity of political opposition as a whole, and its parliamentary component.

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FEATURES OF MANAGEMENT OF DEVELOPMENT OF RURAL SOCIAL INFRASTRUCTURE

Annotation: The article deals with the features of the state influence on the development of social infrastructure of a small town, the reasons for the need for state regulation of social infrastructure. The reasons for the need for state regulation of a number of sectors of social infrastructure are hidden in the very nature of this sphere. Social infrastructure industries produce services and related goods, and are a public good designed to meet not only individual but also social needs. The great role of the state in regulating the development of social infrastructure is explained by the solution of the social problem — ensuring normal living conditions for all members of society. The state relies on a socially-oriented approach in its activities, implementing it within the framework of systemic socio-economic management.

The most General, characteristic features of social infrastructure sectors are defined, considering them as an important specific component of the social sphere

as a whole. The main ones are: a variety of types of services of social infrastructure, their functional purpose and the degree of importance for the consumer; different degree of consumer participation in the process of obtaining services; variety of organizational forms and methods of customer service; two-level availability of services: individual and group; different combination of state and commercial forms of activity and management; the local nature of economic entities operating in the social sphere; the active development of industries and the emergence of a wide variety of new services. These features of the social infrastructure are interconnected to varying degrees and exist in complex combinations. Various combinations of their interaction have a significant impact on all aspects of the functioning and development of the infrastructure as a whole and its individual industries. In addition, within each industry due to the specifics of the social sphere has its own distinctive features, features, properties and features that affect the organization of its activities and the possibility of internal reforms

Keywords: the state, governance, infrastructure, social infrastructure, management of the social infrastructure of the small city, the social infrastructure of the small city, the problem of control processes of creation of social infrastructure.

ВПЛИВ ДЕРЖАВИ НА РОЗВИТОК СОЦІАЛЬНОЇ ІНФРАСТРУКТУРИ В МАЛИХ МІСТАХ

Анотація. Розглянуто особливості впливу держави на розвиток соціальної інфраструктури малого міста, а також причини, якими викликана необхідність у державному регулюванні соціальної інфраструктури. Причини необхідності державного регулювання щодо ряду галузей соціальної інфраструктури приховані в самій природі цієї сфери. У галузях соціальної інфраструктури виробляються послуги та супутні товари, що є суспільним благом, які покликані задовольняти не тільки індивідуальні, але і суспільні потреби. Велика роль держави в регулюванні розвитку галузей соціальної інфраструктури пояснюється рішенням соціального завдання — забезпечення нормальних умов життєдіяльності всіх членів суспільства. Держава спирається у своїй діяльності на соціально-орієнтований підхід, реалізуючи його в рамках системного соціально-економічного управління.

Визначено найбільш загальні характерні особливості галузей соціальної інфраструктури як важливої специфічної складової соціальної сфери в цілому. Основними з них є: різноманітність видів послуг галузей соціальної інфраструктури, їх функціонального призначення і ступеня значущості для споживача; різний ступінь участі споживачів у процесі отримання послуг; різноманіття організаційних форм і методів обслуговування споживачів; дворівнева доступність послуг — індивідуальна і групова; різне поєднання державних і комерційних форм діяльності та господарювання; локальний характер діяльності суб'єктів господарювання, що діють у соціальній сфері; активний розвиток галузей і поява великої різноманітності нових видів послуг. Перелічені особливості соціальної інфраструктури в різному ступені пов'язані між собою й існують у складних поєднаннях. Різноманітні комбі-

нації їх взаємодії накладають істотний відбиток на всі сторони функціонування і розвитку як всієї інфраструктури в цілому, так і окремих її галузей. Крім того, всередині кожної галузі в силу специфіки соціальної сфери є свої відмінні риси, ознаки, властивості й особливості, що впливають на організацію її діяльності і можливість проведення внутрішніх перетворень.

Ключові слова: держава, управління, інфраструктура, соціальна інфраструктура, управління соціальною інфраструктурою малого міста, об'єкти соціальної інфраструктури малого міста, задачі управління процесами створення соціальної інфраструктури.

ВЛИЯНИЕ ГОСУДАРСТВА НА РАЗВИТИЕ СОЦИАЛЬНОЙ ИНФРАСТРУКТУРЫ В МАЛЫХ ГОРОДАХ

Аннотация. Рассмотрены особенности влияния государства на развитие социальной инфраструктуры малого города, а также причины, которыми вызвана необходимость государственного регулирования социальной инфраструктуры. Причины необходимости государственного регулирования в отношении ряда отраслей социальной инфраструктуры скрыты в самой природе этой сферы. В отраслях социальной инфраструктуры производятся услуги и сопутствующие товары, которые являются общественным благом и призваны удовлетворять не только индивидуальные, но и общественные потребности. Значительная роль государства в регулировании развития отраслей социальной инфраструктуры объясняется решением социальной задачи — обеспечение нормальных условий жизнедеятельности всех членов общества. Государство опирается в своей деятельности на социально-ориентированный подход, реализуя его в рамках системного социально-экономического управления.

Определены наиболее общие характерные особенности отраслей социальной инфраструктуры как важной специфической составной части социальной сферы в целом. Основными из них являются: разнообразие видов услуг отраслей социальной инфраструктуры, их функционального назначения и степени значимости для потребителя; различная степень участия потребителей в процессе получения услуг; многообразие организационных форм и методов обслуживания потребителей; двухуровневая доступность услуг — индивидуальная и групповая; различное сочетание государственных и коммерческих форм деятельности и хозяйствования; локальный характер деятельности субъектов хозяйствования, действующих в социальной сфере; активное развитие отраслей и появление большого разнообразия новых видов услуг. Перечисленные особенности социальной инфраструктуры в разной степени взаимосвязаны между собой и существуют в сложных сочетаниях. Разнообразные комбинации их взаимодействия накладывают существенный отпечаток на все стороны функционирования и развития всей инфраструктуры как в целом, так и отдельных ее отраслей. Кроме того, внутри каждой отрасли в силу специфики социальной сферы есть свои отличительные черты, признаки, свойства и

особенности, влияющие на организацию ее деятельности и возможность проведения внутренних преобразований.

Ключевые слова: государство, управление, инфраструктура, социальная инфраструктура, управление социальной инфраструктурой малого города, объекты социальной инфраструктуры малого города, задачи управления процессами создания социальной инфраструктуры.

Formulation of the problem. In the last two decades, during the period of market reforms, there have been radical changes in this area, which have shown both positive and negative impacts on the social infrastructure of the cities, towns and villages.

In the area of providing goods, trade and catering there are positive developments. However, other spheres of the public life — education, health care, cultural institutions have experienced tremendous difficulties in their development. The transition of the social institutions from the balance of industrial enterprises to the shoulders of municipalities has been particularly badly affected by the social infrastructure where there were already financial difficulties. The acute shortage of the financial resources created enormous difficulties and problems for the development and improvement of the forms of service to the population of all forms of settlements, especially small cities. Market relations dictated the structural reorganization of the entire social sphere, which was perceived by the population as far from unambiguous. On the one hand, the emergence of new supermarkets, advanced equipment and equipment for consumer services, technical equipment of health facilities and cultural institutions are

positively perceived by the population, but the price level has made many goods and services unavailable for a significant part of the population. The obvious contradiction between the positive tendencies in the development of the social sphere and low solvency of the population, which resulted in the unclaimed of many services, including vital, in particular medical ones.

Analysis of recent research and publications. The problems of managing the development of the social infrastructure of a small city are researched in the works of both domestic and foreign scientists. Such scientists P. Byelyenky [4], O. Vasylyev [1], K. Halbright [2], R. Dyakov [3], C. Kyrychenko [7], L. Kovalska [9], M. Komarov [10], V. Krasovsky [8], S. Ishchuk [7], T. Kulinich [7], V. Krupin [7], O. Salivonchuk [9], S. Tkach [7], V. Tretyak [10], L. Chernyuk [11] and others have made a significant contribution to the study of the peculiarities of the state's influence on the social and economic relations. The ideas and provisions set forth in the writings of these authors served as the basis for the further development of the social infrastructure. However, in spite of numerous studies, they have general scientific meaning and are characterized by a more descriptive character.

Formulation of the purposes of the article. The purpose of this article is to study the peculiarities of the state influence on the development of the social infrastructure of a small city, as well as the substantiation of proposals for the improvement of this process.

Presentation of the main research material. The social infrastructure of the society is intended to provide favourable living conditions for the population, development of the productive, social and spiritual sphere of the public life. Its purpose in a small city is the most complete satisfaction of the population's needs in social, communal and cultural services.

The notion of the infrastructure as an integral set of production and non-productive objects, functioning of which ensures the general conditions of the social production, opens the way for its understanding as a structural element of the national economic complex. Some researchers understand the infrastructure as a complex of engineering and technical facilities serving and creating conditions for the placement and activities of the industrial and agricultural production (or their individual enterprises), as well as their placement to ensure the vital activity of the population [1, p. 67].

Among a number of scholars the widespread interpretation of infrastructure not only as conditions of development and functioning of the material production, but also as a condition for effective solution of important social tasks of the social development. Considering the problems of the infrastructure development, some researchers stressed the need to create conditions for the provision of certain

types of public activity in a certain territory [2, p. 61].

The overcoming of material interpretation of the infrastructure was very important practical value, as it allowed a comprehensive approach to its study, including personnel problems, management, organizational and economic management mechanism. The sectoral approach to the definition of infrastructure, which became widespread in the 80's of the twentieth century and remains until recently, comes from a material concept. Thus, under social infrastructure is understood a set of branches and sub-branches of the national economy, as well as activities that provide production services of material production and produce services and spiritual goods for the population.

Along with the sectoral approach, the territorial-regional approach is of particular significance in the framework of the problem of determining the essence of the infrastructure. Under regional infrastructure is understood the totality of territorial functional systems, each of which includes a set of enterprises, objects and organizations characterized by homogeneity of the use of means of labour, a community of professional skills, working and oriented to service material production and the population. A. Tkach identified the infrastructure as a combination of economic objects created in the region and engineering and technical measures to ensure material production and normal living conditions of the population [3, p. 34].

The regional approach to the substantiation of the development of elements and parts of the infrastructure, as well as the planning and design of its

subsystems, allows us to consider the infrastructure of the region as a single integral system [4]. The development of the elements of regional infrastructure is so significant that the rationale for its optimal location and complex development becomes a very topical issue.

Today, the concept of social infrastructure is widely used by the representatives of the social sciences, management, specialists of different kinds of activities (architects, builders, engineers of the city economy), mass media, etc. However, the active promotion of the concept of “social infrastructure” hides the acute problem: the more widely it is used in theory and practice, the more different is the understanding of its nature, essence and purpose. The leading function of the social infrastructure in the modern society is its main purpose — to provide comfortable accommodation of the population.

The development of the social infrastructure of a small city must meet the criteria of complexity, balance, and even territorial placement. Disregard for the planning of the development of social infrastructure can ultimately lead to serious miscalculations in the practice of the social management. There is now a general point of view according to which the state, while ensuring the progressive development of the social infrastructure, should equally rely on both economic and non-economic levers and incentives. The fact that it fully utilizes them depends on solving the problems of education, health care, improvement, housing, culture and recreation, etc. Among the latter and one of the most effective methods of optimizing the development of the so-

cial sphere of society is the creation of social infrastructure designed to solve not only complex economic problems, but also social problems.

Considering the nature and essence of the social infrastructure, one can not but note the fact that its distinctive feature is the regional character of development, which implies the effectiveness of the formation and improvement of the social infrastructure as a whole system at the level of individual regions, in conditions of commitment of all its elements to social, economic, demographic, climatic and other specific features of a specific territorial-spatial formation. On this aspect of the social infrastructure the first the representatives of economic geography drew attention. Their work on the study of the regional problems of the socio-economic development contributed to the clarification of the concept of “infrastructure” [5, p. 63]. The introduction into the scientific circle of the category “social infrastructure” connected with the problems of increasing the effectiveness of the territorial planning, the placement of productive forces, has raised regional research to a qualitatively new level.

For the region the social infrastructure plays an important role in raising the standard of living of the population, increasing employment, implementing an effective uniform throughout the settlement, preventing excessive concentration of the population, leveling the levels of economic and social development, forming a network of urban and rural settlements in the area [6, p. 17].

The level of development of the social infrastructure is one of the most

important indicators of the socio-economic development of the country. Beginning under the influence of complex social processes it reflects the whole set of problems of the social development.

Social infrastructure is characterized by the types and directions of activity of the social actors and by links in each of the types. It can be considered at the level of society, as well as a region or a separate settlement. Individual elements of the social infrastructure are not interchangeable. Only with a holistic approach that comprehensively provides rational livelihoods of people one can speak about the effectiveness of reproduction of the population.

Social infrastructure can be characterized by the number of institutions, organizations that provide education, medical, domestic and transport services, as well as the number of places in them, the volume of services. In the analysis of the functioning of the social infrastructure are important the subjective assessments of the people of quite real social infrastructure in a specific region or a specific enterprise.

The branches of the social infrastructure include organizations, enterprises and institutions of various organizational and legal forms and forms of ownership. Each of the branches of social infrastructure is a complex system with its inherent characteristics, properties, laws, features of construction and functioning. In pursuit of the common goal – the creation of appropriate conditions for the development of the human potential and livelihoods of the society, the social infrastructure branches are a kind of association that is an integral part of the social sphere

that has certain relations and internal relations [7, p. 36].

The branches of the social infrastructure traditionally include education, health care, culture and arts, physical culture and sports, transport, housing and communal services, consumer services, whose activities are aimed at satisfying personal needs, livelihoods, and intellectual development of the members of the society.

Through the realization of its main tasks, the social infrastructure in modern conditions allows the achieving the main goal of the social sphere as a whole:

- reduction of the social tension;
- strengthening the general health of the nation;
- improvement of the demographic situation;
- increase in labour productivity;
- creation of new jobs, reduction of unemployment [8, p. 49].

The production of services in most branches of the social infrastructure has its own peculiarities. The nature of the relations in the branches of the social infrastructure and their specifics allow us to consider this sphere as a holistic, independent and peculiar socio-cultural object.

As far as services are concerned, in different branches of the social infrastructure they have their own peculiarities. In social services, public catering, commerce, housing and communal services, the social and market relations have become the most advanced and form an effective mechanism for meeting the public needs.

But in areas such as culture, health and education, the social and market relations not only have their specifics,

but also limited opportunities. In the service sphere there are always state organizations and institutions. Moreover, in some branches they occupy a dominant position.

Describing the social sphere and social infrastructure, we consider directly the social infrastructure of a small city. Let us define the notion of “small city”. In the scientific literature there is no single understanding of what to consider a small city. The most widespread on this subject is as follows: a small city is a settlement with a population of up to 100 thousand people [9, p. 82].

The social sphere and the social infrastructure of small cities are as follows. First, the close interweaving of the productive sphere and the social sphere. The social sphere is saturated with production connections. Secondly, the livelihoods of the city are most often associated with any small, city-forming enterprise. Thirdly, as regards the functional component, two types of small cities are distinguished: multifunctional cities and cities with adjacent territories having both agricultural and industrial zones. Fourth, small cities also differ in the concentration of social infrastructure, which facilitates its management, but at the same time its insufficiency and incompleteness in comparison with the social infrastructure of large cities. Thus, there are not higher educational institutions or theaters, developed infrastructure of entertainment and leisure activities of the population in every city. Fifthly, in small cities a particularly tense social environment arises or persists because of the closing down of production at city-based enterprises or their closure.

As noted by many researchers [10, p. 24], the development of the social infrastructure and its material resources in our country has essentially never received due attention. This is typical both for the Soviet period and for the current stage of development. It is well known that even in the 70-80s of the 20th century, which is considered to be the most favourable in terms of the pace and extent of the development of the social infrastructure, the level of social services provided by the social infrastructure has not exceeded 60–70 % of the “rationale norms” established by the state itself [11, p. 27].

As a result, the social sphere was in a state of acute crisis, which is characterized by:

- a serious reduction in the volume and lower quality of social and cultural services provided to the population;
- insufficient financing of the branches of the socio-cultural complex, which leads to the destruction of the material base, the loss of human resources;
- low technical level of the objects of the social infrastructure.

The development of the social infrastructure of the city — like the settlement, the most priority for people of the XX–XXI centuries in many respects determines the standard of living of the people, the formation of a new person, the improvement of the environment, as well as contributes to the improvement of education, professional qualifications, culture, physical health and mental stability of the individual, especially needed in conditions of highly dynamic production and life.

The logic of analyzing the role of the social infrastructure of a small city and

the tasks of the local self-government in terms of its development requires its consideration on a species-specific scale that would greatly contribute to the identification of all the elements of the social infrastructure. These are all material elements of the social development that contribute to the effective realization of man's all kinds of his life: residential buildings, trade and catering enterprises, passenger transport, water supply and sewage systems, various medical institutions, schools, secondary specialized and higher educational establishments, vocational training institutions, postal, telegraph and financial institutions, cultural and entertainment enterprises, sports and recreational facilities (stadiums, sports palaces, swimming pools, parks, rest homes) and other objects and institutions of the social and domestic use.

One can also agree that the city level is best adapted to the highest possible social orientation of all the elements and infrastructures.

Conclusions from this study and prospects for further exploration.

From the point of view of the development of the foundations of the city's social infrastructure, it is very important that in its study, focused on obtaining scientific data for the development of a long-term strategy for city development, a multidisciplinary approach is needed. Such an approach should be based on the concept of a single settlement system. In the context of this idea, the main problem of the urban development (and the process of urbanization in general) can be seen in identifying their place and role in the deployment and development of the productive forces. In other words, the

problems of the urban development should be considered in unity with the placement of the productive forces, the formation of territorial production facilities, sectoral and territorial structures of the national economy.

It is determined that a small city is a special spatial organization of developed material and spiritual production, and its vital activity – a special way of functioning and development of the productive forces that have reached a high level of concentration with the natural for its deep internal differentiation and coherence of the actions of various components (objective and subjective). Cities are centers of economic and spiritual life of the population and are the main drivers of the process. Therefore, scientifically grounded solution of the problems of the development of the social infrastructure of the cities has a significant impact on the pace of the development of the society as a whole.

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TECHNOLOGY OF DETERMINING THE INDEX OF VALUE-ORIENTED PARLIAMENTARY ACTIVITY

Abstract: In conditions of democratic development of the Ukrainian state, the formation of value-oriented parliamentary activity becomes one of its priorities. For a clearer understanding of the direction vector of parliamentary activity with regard to respect for democratic values is used as an indexing tool measuring the level of value-oriented parliamentary activity. The level of value-oriented focus of parliamentary activity can be determined using an appropriate index, which is needed to establish compliance of parliamentary activity, certain actions of the state legislation. The article substantiates the importance of determining the index of value-oriented parliamentary activity in public administration and

administration to ensure the democratic and humanistic development of Ukraine, raising the level of political culture of parliamentarians and the political maturity of civil society, developing moral leadership in the parliament; the technology of the index value-oriented parliamentary activity on the basis of the indices of the institutional capacity of the Verkhovna Rada of Ukraine, the development of democracy and human development. The index of value-oriented parliamentary activity is a reflection of the state of the formation of the political culture of parliamentarians and representatives of civil society, which, in turn, is characterized by compliance with the existing legislation, the requirements of ethical leadership and corporate political responsibility. Together they characterize the political culture, which has three levels of manifestation – cognitive, value-motivational, activity. For this, the author has developed a corresponding technology that includes the following stages: firstly, providing answers to questions posed to each indicator, the experts determine their levels of implementation; secondly using the formula of the arithmetic mean values set the level of implementation of indicators.

Keywords: parliamentary activity, subjects of parliamentary activity, value-oriented parliamentary activity, index of value-oriented parliamentary activity.

ТЕХНОЛОГІЯ ВИЗНАЧЕННЯ ІНДЕКСУ ЦІННІСНО-ОРІЄНТОВАНОЇ ПАРЛАМЕНТСЬКОЇ ДІЯЛЬНОСТІ

Анотація. В умовах демократичного розвитку Української держави формування ціннісно-орієнтованої парламентської діяльності стає одним з її пріоритетів. Для більш чіткого усвідомлення вектору спрямування парламентської діяльності щодо дотримання демократичних цінностей використано індексацію як інструмент вимірювання рівня ціннісно-орієнтованої парламентської діяльності. Рівень ціннісно-орієнтованої спрямованості парламентської діяльності може бути визначений за допомогою відповідного індексу, який потрібен для встановлення відповідності нормам парламентської діяльності, визначеним чинним законодавством держави. Обґрунтовано важливість визначення індексу ціннісно-орієнтованої парламентської діяльності в публічному управлінні та адмініструванні задля забезпечення демократичного й гуманістичного розвитку України, підвищення рівня політичної культури парламентаріїв та політичної зрілості громадянського суспільства, розвитку етичного лідерства у парламенті; розроблено технологію визначення індексу ціннісно-орієнтованої парламентської діяльності на основі індексів інституційної спроможності Верховної Ради України, розвитку демократії та людського розвитку. Індекс ціннісно-орієнтованої парламентської діяльності є відображенням стану сформованості політичної культури парламентаріїв та представників громадянського суспільства, яка, в свою чергу, характеризується дотриманням ними чинного законодавства, вимог етичного лідерства та корпоративної політичної відповідальності. Разом вони характеризують політичну культуру, яка має три рівні вияву – когнітивний, ціннісно-мотиваційний,

діяльнісний. Для цього розроблено відповідну технологію, яка включає такі етапи: по-перше, надає відповіді на поставлені запитання до кожного індикатора, експерти визначають рівні їх реалізації; по-друге, застосовується формула середнього арифметичного значення, встановлюється рівень реалізації всіх індикаторів.

Ключові слова: парламентська діяльність, суб'єкти парламентської діяльності, ціннісно-орієнтована парламентська діяльність, індекс ціннісно-орієнтованої парламентської діяльності.

ТЕХНОЛОГИЯ ОПРЕДЕЛЕНИЯ ИНДЕКСА ЦЕННОСТНО-ОРИЕНТИРОВАННОЙ ПАРЛАМЕНТСКОЙ ДЕЯТЕЛЬНОСТИ

Аннотация. В условиях демократического развития Украинского государства формирование ценностно-ориентированной парламентской деятельности становится одним из ее приоритетов. Для более четкого осознания вектора направления парламентской деятельности в отношении соблюдения демократических ценностей использована индексация как инструмент измерения уровня ценностно-ориентированной парламентской деятельности. Уровень ценностно-ориентированной направленности парламентской деятельности может быть определен с помощью соответствующего индекса, который нужен для установления соответствия нормам парламентской деятельности, определенным действующим законодательством государства. Обоснована важность определения индекса ценностно-ориентированной парламентской деятельности в публичном управлении и администрировании для обеспечения демократического и гуманистического развития Украины, повышения уровня политической культуры парламентариев и политической зрелости гражданского общества, развития нравственного лидерства в парламенте; разработана технология определения индекса ценностно-ориентированной парламентской деятельности на основе индексов институциональной способности Верховной Рады Украины, развития демократии и человеческого развития. Индекс ценностно-ориентированной парламентской деятельности является отражением состояния сформированности политической культуры парламентариев и представителей гражданского общества, которая, в свою очередь, характеризуется соблюдением ими действующего законодательства, требований этического лидерства и корпоративной политической ответственности. Вместе они характеризуют политическую культуру, которая имеет три уровня проявления — когнитивный, ценностно-мотивационный, деятельностный. Для этого разработана соответствующая технология, которая включает такие этапы: во-первых, предоставляет ответы на поставленные вопросы к каждому индикатору, эксперты определяют уровни их реализации; во-вторых, применяется формула среднего арифметического значения, устанавливается уровень реализации всех индикаторов.

Ключевые слова: парламентская деятельность, субъекты парламентской деятельности, ценностно-ориентированная парламентская деятельность, индекс ценностно-ориентированной парламентской деятельности.

Problem statement. The ratification of the Association Agreement between Ukraine, on the one hand, and the European Union, the European Atomic Energy Community and their Member States, on the other hand [1], contributed to the development and implementation of 62 reforms and development programs of the state, defined by the Presidential Decree [2], among which the reform of the state power plays an important role. Its main priorities are considered to build a successful European state and formation of a professional civil service, which is run on the outcome [3].

As indicated in the information provided in the Report of the Office of Reforms of the Cabinet of Ministers of Ukraine for 2016–2017, Ukraine has increased its performance in a number of global indexes that reflect the progress of certain elements of public administration reform. For example, the United Nations E-Government Survey 2016 increased by 45; The Global Competitiveness Index 2017–2018 by the indicator “Transparency of the formation of state policy” – at 34 positions; ICT Development Index, Global Information Technology Report 2016 – 7 positions; Index of e-Government Development (EGDI), UN research 2016 – 25 positions; Global index of open data 2017 – 23 positions [3, p. 14].

Such figures of the indicated indices tell us about positive changes in the reform of the executive branch of state power. Regarding the legislative branch, its reform, in our opinion, somewhat inhibits and is mainly in the interests of the international community and academics, and not civil

society. Thus, within the framework of the USAID International Program, the RADA is currently holding a series of round tables and scientific and practical workshops on reforming the Verkhovna Rada of Ukraine (hereinafter – the VRU), in particular the formation of a new public service (parliamentary) that will contribute to the development of the Ukrainian Parliament. Its creation will ensure the development of the theory and practice of public administration and administration in the field of parliamentary and will promote the development of value-oriented parliamentary activity, which is characterized by us as a kind of interaction between Parliament and other institutions of the state and society, which they formed, in which the priority is ethical leadership, which unlike personal (charismatic) leadership is characterized by the idea of servant leadership (“servant leadership”), or authentic leadership. The basis of ethical leadership is the moral principles of person, aimed not only at the development of its intellectual abilities, but also on its charity, signs of which are selflessness, that borders on altruism, non-competitiveness, non-exclusivity and targeting [4]. Therefore, in value-oriented parliamentary activity, as a rule, external coercion turns into internal duty, and law – to morality [5] and for all subjects of parliamentary activity, legal norms become values.

The level of value-oriented direction of parliamentary activity can be determined by the appropriate index, which is needed to establish compliance with the norms of parliamentary activity, defined by the current legislation of the state.

The analysis of recent researches and publications of national scientists showed that V. Hoshovska [6] L. Danylenko [7] V. Kozakov [8] L. Pashko [9] M. Piren [10] and others were paying attention to value (axiological) governance issues.

In the course of the analysis of foreign scientific sources on issues of public administration, it was found that the development of the axiological approach took place from the middle of the twentieth century in Western science, from the perspective of actual socio-political values and contributed to the emergence of a valuable hierarchy of institutions of state power, their value functions and motives, causal relationships through the definition and development of their powers. The continuation of this area of research in the field of public administration is the definition of the essence and structure of value-oriented parliamentary activity and the development of a technology for defining the Index of Valuable-Oriented Parliamentary Activity (ISSPI).

Formulating the goals of the article. To determine the structure and content of value-oriented parliamentary activity and develop a technology for defining its index.

Presentation of the main research material. The activities of the main subjects of parliamentary activity, to which scientists include political parties and public associations, is determined by us as value-oriented, if it is aimed at achieving the well-being of the state and each of its person. The peculiarity of this type of parliamentary activity is that it is characterized, first of all, by its own values, such as life

aspirations, credo, beliefs that do not require coercion by the state, [4], and secondly, the norms that are binding on each of its subjects.

For subjects of parliamentary activity, legal norms become values. This means that they are complying with the norms of the current legislation, the ability to adhere to the laws and be “mature” individuals, who are characterized, as a rule, ability to independent thinking, responsibility for their own actions, ability to manage their own emotions and time, to work on the result, to build a strong relationship with a partner.

In the conditions of the democratic development of the Ukrainian state, the formation of value-oriented parliamentary activity is becoming one of its priorities. For a clearer understanding of the vector of parliamentary activity in the direction of adhering to democratic values, we use indexation as an instrument for measuring the level of value-oriented parliamentary activity.

The index of institutional capacity of the VRU, established in 2017 by the mission of the ex-head of the European Parliament, Pet Cox, who showed its low level, was placed on the basis of the development of the Index of Valuable-Oriented Parliamentary Activity (IVOPA). To improve it, 52 recommendations were proposed, including requirements for:

- preparation of bills on the principle of the “great twenty” (deputies themselves form a list of 20 priority bills, which they are working on in committees and cast them to vote.);
- the use of world experience in reducing the required minimum of votes

for the adoption of ordinary laws (this practice exists in many countries of the world: in Canada, the lower chamber quorum is 20 (out of a total of 308), in the UK the quorum of the House of Commons is 40 (out of 650), the quorum of the Italian Chamber of Deputies – half of the deputies (630) in Portugal, for the holding of plenary sessions in the Assembly of the Republic a quorum of 1/5 of the total number, etc.);

- holding closed meetings of the Conciliation Council so that the leaders of the factions did not think about the PR of their own political parties, but about the agenda of the VRU);

- the expansion of conditions in the use of electronic document circulation (the possibility to participate in committee meetings in the format of electronic conferences, forums, chats, actively use the system of electronic petitions) [11].

These and other proposals are part of the VRU reform package and have a clear target setting for making concrete changes to various parliamentary instruments and processes.

In developed democracies, different indices are used very actively to make concrete recommendations in the political and managerial field. In addition to the standard indexes, the Democracy Development Index (DDI) [12] and the Human Development Index (HDI) [13] should be included.

The basis for each of these indices is the corresponding characteristics and indicators. Their level is determined by the appropriate measuring scales. For example, 60 indicators of democracy are based on the DDI, grouped into five main categories that character-

ize the state of democracy within the state. These are: the electoral process and pluralism; government activities; political participation; political culture; civil liberties. An assessment of the level of the specified index is established on the rank scale (or scale of order), which characterizes the type of regime of power – full democracy, lack of democracy, hybrid regime, authoritarian regime.

The basis of the HDI is the state of poverty, literacy, education, life expectancy, health care, social security, longevity, ecology, crime rate, human rights and gross domestic product per capita. According to the United Nations methodology, this index is mathematically calculated as an arithmetic mean based on the three indicated indicators – the expected longevity of the population, the level of education and standard of living. The assessment of this Index is established on an interval (metric) scale.

We base 21 the Index of Valuable-Oriented Parliamentary Activity (IVOPA) on 21 indicators that together characterize the state of formation of the political culture of parliamentarians and civil society and are grouped into three groups that characterize the parliamentary family status (IPFS), their level of political literacy (IPL), and the political maturity of civil society (IPMCS) – see Figure 1.

As can be seen from Fig. 1, the IVO-PA consists of three indicators and is determined by the nominal measuring scale, which has three levels – partial, deep, stable. The highest level of implementation of all indicators corresponds to the consistent level of IVOPA; minimal – partial; mediocre – in-depth.

Index Valuable-Oriented Parliamentary Activity (IVOPA)		
Status Indicators:		
the family origin of parliamentarians (IPFS)	of political literacy of parliamentarians (IPL)	of political maturity of civil society (IPMCS)
Levels — partial, deep, steady		

Structure of the Index of Valuable-Oriented Parliamentary Activity

The sustainability level of the IVO-PA is characterized by systematic compliance with the requirements of the current legislation; the systemic support of the Parliament coming from the families of deputies of previous convocations, politicians, civil servants, heads of state institutions and authorities; professionally trained specialists for public administration; people with experience in the public and / or private institutions, public and / or party organizations. The partial level of the IVOPA is the existing violations of the current legislation and a small number of parliamentarians from the families of deputies of previous convocations, politicians, civil servants, heads of state institutions and authorities. An in-depth level of the IVOPA — a non-systemic violation of the current legislation and the availability of professional training of parliamentarians for parliamentary activity;

The IVOPA is a reflection of the state of formation of the political culture of parliamentarians and representatives of civil society, which, in turn, is characterized by compliance with their

current legislation, the requirements of ethical leadership (or leadership of the ministry) and corporate political responsibility (or the responsibility of those who make political decisions, for those directly or indirectly influencing these decisions). Together they characterize the political culture, which has three levels of manifestation — cognitive, value-motivational, and activity (see Table 1).

Each level of political culture of parliamentarians, as can be seen from Table 1, corresponds to different levels of IVOPA: the maximum (stable) value of this index corresponds to the activity level of the political culture of parliamentarians, which is characterized by the existing formation of civil society and the level of its political development with a well-defined national idea; mediocre (deepened) — the value-motivational level of development of political culture, characterized by the presence of a significant number of politically competent deputies, in which political beliefs were formed on the basis of their knowledge of the political ideal of the individual and the

**Levels of political culture of parliamentarians
and their characteristics**

Levels	Characterization
Cognitive	<ul style="list-style-type: none"> • is formed as a result of several generations; • is one of the most stable foundations of life, which determines the patterns of political behaviour of parliamentarians; • laws and norms regulating social relations, adopted in accordance with national political traditions, are perceived not as a means of coercion, but as a necessary phenomenon of political life, aimed at achieving the common good
Value-Motivational	<ul style="list-style-type: none"> • is formed as a result of the perception of ethical and normative judgments about political life and political goals, the implementation of which is aimed at political activity; • law and order, stability of the system, social justice, etc are recognized as political values; - political convictions are formed on the basis of representations about the political ideal of the person
Activity	<ul style="list-style-type: none"> • is formed as a result of diverse participation in political activity, caused by political consciousness and level of political development of society; • is manifested in the political behaviour of parliamentarians

desire to be worthy of it; minimal (partial) – cognitive level of political culture of parliamentarians, characterized by the presence of a significant number of deputies in the parliament, from the families of parliamentarians of previous convocations.

Our proposed IVOPA: can be used both for self-assessment of parliamentary activity and external evaluation (audit) by interviewing experts – representatives of public authorities, political scientists, scientists, civil servants, people's deputies, deputies of other levels, etc.

To do this, we have developed an appropriate technology for the definition of the IVOPA, which includes the following steps:

Step 1. By answering the questions put to each indicator, experts determine the levels of their implementation using Table 2 (see Table 2).

Step 2. Applying the formula to the arithmetic mean, set the level of implementation of all indicators or the level of IVOPA. At the same time, take into account that all partial results give a generalized partial result (level); all steel – steady; different results – partial, or deepened.

As a result of the application of our proposed technology for defining the level of implementation of IVOPA: it was established that the level of family origin of parliamentarians (IPFS) in the VRU of eighth convocation is partial; level of political literacy of parlia-

Technology for the identification of IVOPA

Indicator	Discussion Questions		
1	2		
there is a significant number of deputies in Parliament who come from families of parliamentarians from previous convocations	<ol style="list-style-type: none"> 1. Does the electoral law provide transparent transparency in the financing of the election campaign? 2. Is there a clear and transparent control over the activities of the election commission? 3. Are there any conditions that ensure compliance with the ethics of relations between parliamentarians? 4. Are there MPs in the Parliament from families of parliamentarians of previous convocations or representatives of other organs of government? How many of them (in relative units of measurement)? 5. Is there created image of the politician, that is a model for the majority in Parliament? 6. Are there individuals in the Parliament who respect law above all? How it manifests itself. Give examples. 7. Are there MPs who have not abandoned business? 8. How are issues with systemic violators of parliamentary discipline resolved? Give examples. 		
Implementation level			
<i>Partial</i>	<i>Deepend</i>	<i>Sustainable</i>	
<ul style="list-style-type: none"> • electoral legislation does not provide for a transparent, accessible and accountable system for funding election campaigns; • there is no continuity in the parliament; • there is a number of deputies who systematically violate laws; • there is a number of deputies who violate the ethics of relations; • there is a divergence in the views of deputies on the pattern of model behaviour of parliamentarians; • there are systemic offenders of discipline that do not have any punishment for it. 	<ul style="list-style-type: none"> • electoral legislation does not provide for a transparent, accessible and accountable system for funding election campaigns; • there is a partial continuity in the parliament; • there is a number of deputies who partially violate laws; • the available number of deputies adhere to the ethics of relations; • the majority of deputies have not formed a clear understanding of the model behaviour of parliamentarians; • there are violators of parliamentary discipline, which bear political responsibility for this. 	<ul style="list-style-type: none"> • election legislation provides for a transparent, accessible and accountable system for financing election campaigns; • there is a high continuity in the parliament; • there is an overwhelming majority of deputies who respect the laws and support bills aimed at the general good in the state; • the majority of deputies adhere to the ethics of relations; • the majority of deputies formed a clear understanding of the model behaviour of parliamentarians; • practically does not violate the rules of parliamentary activity. 	

Indicator	Discussion Questions	
1	2	
<p>there is significant number of politically literate MPs in which political views are based on their knowledge of the political ideal of personality and desire to be worthy of it</p>	<p>9. Are there legislative requirements for the level of political literacy of parliamentarians? 10. What is the relative number of parliamentarians who have previous experience in political activity? 11. What relative number of deputies has experience in NGOs? 12. What ideological advantages are formed in the Parliament — democratic, based on the principle of private property, social democratic, nationalistic, etc.? Name them 13. What is more based behaviour of parliamentarians — on emotion or theoretical knowledge and facts? Give examples. 14. Are there parliamentarians for whom the legal norm is a value, their life orientation? 15. Are there parliamentarians who systematically carry out charitable activities?</p>	
Implementation level		
<i>Partial</i>	<i>Depend</i>	<i>Sustainable</i>
<ul style="list-style-type: none"> • there is no legal requirement for political literacy of parliamentarians; • there is no experience of work of parliamentarians in political parties and public organizations; • practically no experience of charitable activity; • there are no clearly defined political priorities; • vivid emotional actions of parliamentarians; • available populism. 	<ul style="list-style-type: none"> • there is no legal requirement for political literacy of parliamentarians; • lack of experience of parliamentarians in political parties and NGOs; • there is no systematic experience of charitable activity; • there are no clearly defined political priorities; • emotional actions of parliamentarians are available. 	<ul style="list-style-type: none"> • legitimate requirement for political literacy of parliamentarians; • available experience in political parties and public organizations; • available systemic experience of charitable work; • clearly defined political priorities; • the work of parliamentarians is based mainly on theoretical knowledge and facts, and not on emotions.
Indicator	Discussion Questions	
<p>there is formation of civil society and the level of its political development with a clearly defined national idea</p>	<p>16. Are public organizations (NGOs) effective in the state? 17. Is the value of citizens formed to be a member of any NGO? 18. Is there a value to citizens hold their own NGO?</p>	

1	2	
	19. Which NGOs have more influence on public policy – those that are self-financed or receiving grants? 20. What are the prevailing NGOs in society – those that are nationally oriented, professional, or in interests, etc.? 21. Is there a majority in Parliament representatives with experience in NGO?	
Implementation level		
<i>Partial</i>	<i>Deepend</i>	<i>Sustainable</i>
<ul style="list-style-type: none"> • the state registered a relatively small number of NGO; • a small number of NGOs direct their activities to protect national interests; • most NGOs are supported by grants; • less than 50% of parliamentarians have experience in NGOs. 	<ul style="list-style-type: none"> • a sufficient number of NGOs are registered in the state; • existing NGOs that defend national interests; • most NGOs are supported by grants; • there is a number of parliamentarians who have experience working in the NGO. 	<ul style="list-style-type: none"> • a sufficient number of NGOs are registered in the state; • the national NGOs prevail; • the majority of citizens – are members of the NGOs, which they hold on their own; • a significant number of MPs has experience in NGOs.

mentarians (IPL) – in-depth; the level of political maturity of civil society (IPMCS) is a partial one. The average level of IVOPA is partial and therefore needs to be developed, in particular, by indicators of political literacy of parliamentarians and the political maturity of civil society.

Conclusions and perspectives of further research. Determining the level of implementation of the IVOPA promotes a deeper understanding of the state of parliamentary activity in the state, its value orientation, the level of political culture and corporate responsibility of parliamentarians and civil society. The change in its meaning implies a change in the rates of DDI and HDI. Therefore, it is debilitating to take into account the indicators of the IVOPA when forming the lists of candidates for parliamentary position.

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STRATEGIC DIRECTIONS OF DEVELOPMENT OF RELATIONS BETWEEN THE STATE AND POLITICAL PARTIES IN UKRAINE

Annotation. Based on analysis, it was found that presently stable legislatively regulated relations have been formed between the state and the political parties of Ukraine, both during the election process and beyond it. The political parties are willing to exert a direct impact on the state policies, and protect the interests of their members and voters. Furthermore, the parties present an indispensable resource for various structures within public authorities.

The relations between the political parties and the state have been formulated and characterized according to the political process stages in the regulatory and institutional field. It is proposed to distinguish between two main groups of relations, and namely: relations during an election process, and those beyond

it. Within the election process, procedural, organizational, and information relations beyond the framework of the election process have been explored i.e. advisory, staffing, contractual, executive support, and project relations.

It has been determined that relations within the framework of the election process are characterized as joint activity of the state and the parties in implementation of electoral procedures and actions which lay the foundation for elections and provide realization of the electoral rights of the citizens. It is recommended to elaborate the requirements to fielded candidates, as well as to the procedure of enrollment on a list of nominees for deputy. In order to provide an equal access of all the election participants to election process, it has been suggested to create the Commission on information arguments under the Central Electoral Commission, which will be engaged exclusively in handling complained infringement of election legislation by mass media representatives.

It has been summarized that in project relations an important point is ensuring the parties' engagement in preparation of local development programs. Consequently, the need for legislative consolidation of the terms and nature of cooperation has been substantiated.

Keywords: political parties, political system, election process, interaction, relations during election process, relations beyond the election process

СТРАТЕГІЧНІ НАПРЯМИ РОЗБУДОВИ ВІДНОСИН МІЖ ДЕРЖАВОЮ ТА ПОЛІТИЧНИМИ ПАРТІЯМИ В УКРАЇНІ

Анотація. На основі аналізу зазначено, що на сьогодні між державою та політичними партіями в Україні сформувалися стійкі, нормативно врегульовані відносини як під час виборчого процесу, так і поза його межами. Політичні партії прагнуть впливати на державну політику, захищати інтереси своїх членів і виборців. При цьому партії слугують незамінним кадровим і інтелектуальним ресурсом для різних структур органів державної влади.

Сформульовано та схарактеризовано відносини політичних партій та держави відповідно до стадій політичного процесу в нормативно-інституційному полі. Запропоновано виділити дві основні групи відносин: під час виборчого процесу та поза виборчим процесом. У межах виборчого процесу розглянуто процедурні, організаційні та інформаційні відносини; поза виборчим процесом — дорадчі, кадрові, договірні, патронатні та проектні відносини.

Визначено, що в межах виборчого процесу відносини характеризуються як спільна діяльність держави і партій з питань реалізації виборчих процедур і дій, які закладають основу виборів і забезпечують реалізацію виборчих прав громадян. Рекомендовано детально прописати вимоги, що висуваються до кандидатів, а також до процедури включення кандидатів у списки кандидатів у депутати. Для процесу забезпечення рівного доступу всіх учасників виборчого процесу запропоновано створити при Центральній виборчій комісії Комісію з інформаційних спорів, що буде займатися виключно розглядом скарг про порушення ЗМІ виборчого законодавства.

Узагальнено, що під час проектних відносин важливо забезпечити участь партій у підготовці програм місцевого розвитку. Відповідно, запропоновано необхідність законодавчого закріплення умов і характеру співробітництва.

Ключові слова: політичні партії, політична система, виборчий процес, взаємодія, відносини під час виборчого процесу, відносини поза межами виборчого процесу.

СТРАТЕГИЧЕСКИЕ НАПРАВЛЕНИЯ РАЗВИТИЯ ОТНОШЕНИЙ МЕЖДУ ГОСУДАРСТВОМ И ПОЛИТИЧЕСКИМИ ПАРТИЯМИ В УКРАИНЕ

Аннотация. На основании анализа было отмечено, что на сегодняшний день между государством и политическими партиями в Украине сформировались устойчивые, нормативно-урегулированные отношения как во время избирательного процесса, так и за его пределами. Политические партии стремятся влиять на государственную политику, защищать интересы своих членов и избирателей. При этом партии служат незаменимым кадровым и интеллектуальным ресурсом для различных структур органов государственной власти.

Сформулированы и охарактеризованы взаимодействия политических партий и государства в соответствии со стадиями политического процесса в нормативно-институциональном поле. Предложено выделить две основные группы отношений: во время избирательного процесса и вне избирательного процесса. В рамках избирательного процесса рассмотрены процедурные, организационные и информационные отношения; вне избирательного процесса — совещательные, кадровые, договорные, патронатные и проектные отношения.

Определено, что в пределах избирательного процесса отношения характеризуются как совместная деятельность государства и партий по вопросам реализации избирательных процедур и действий, которые являются основой выборов и обеспечивают реализацию избирательных прав граждан. Рекомендовано детально прописать требования к выдвигаемым кандидатам, а также к процедуре включения кандидатов в списки кандидатов в депутаты. Для обеспечения равного доступа всех участников избирательного процесса предложено создать при Центральной избирательной комиссии Комиссию по информационным спорам, которая будет заниматься исключительно рассмотрением жалоб о нарушении СМИ избирательного законодательства.

Обобщено, что во время проектных отношений важным является обеспечение участия партий в подготовке программ местного развития. Соответственно, предложена необходимость законодательного закрепления условий и характера сотрудничества.

Ключевые слова: политические партии, политическая система, избирательный процесс, взаимодействие, отношения во время избирательного процесса, отношения за пределами избирательного процесса.

Formulation of the problem. Despite the powerful influence of the external factors, the crucial importance for ensuring sustainable development of Ukraine is the need to address a whole range of internal institutional problems that are related to establishing effective interaction between the various actors of the public and political processes. One of such problems is the relationship between the political parties and the public administration bodies that for many years have been catalyst for the growth of the social tension in Ukrainian society due to lack of proper organizational and legal support. The above requires the development of a system of measures related to the elaboration of the main “problem points” of such interaction and the development of measures for their leveling.

Analysis of recent research. With the main aspects of the functioning of the political parties are engaged H. Ahafonov, A. Moiseyeva, I. Movchan, O. Novakova. To the questions of the reformation of the political system devoted their scientific investigations V. Knyazev, N. Moskalets, V. Rebkalo and others. The work of such scholars as V. Averyanov, V. Vysotsky, V. Kafarsky, and others are devoted to the improvement of the normative regulation of the activities of the political parties.

The purpose of the article is to determine the strategic directions of the development of the relations between the state authorities and political parties in Ukraine.

Presentation of the main material. In the current circumstances, as O. Novakova and H. Ahafonov point out, one of the important prerequisites

for the sustainable development of the state is the democratization of the public administration system that is based on fruitful and constructive interaction between the state authorities and political parties [1]. As a result of the generalization of the leading foreign experience and existing problems, several directions of building relations between the state and state authorities with political parties in Ukraine can be proposed.

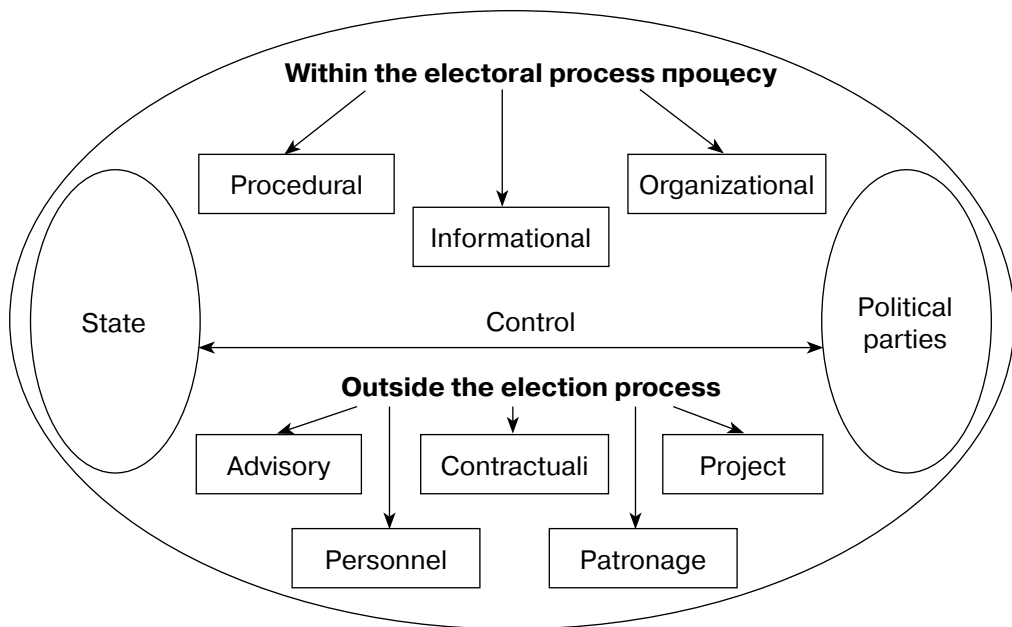
These relations, depending on the stage of the political process, can be divided into two broad groups: relations during the electoral process and outside the electoral process. Within these large blocks it is possible to distinguish between several groups of relations schematically shown in Figure.

1. During the electoral process

The electoral relations between the state and political parties represent the most important direction of their cooperation, as they ensure the implementation of the democratic elections. At the same time, the victory in the elections gives the parties certain opportunities to participate in the administration of the state and realization of its political and administrative functions.

Allotted to the distribution of parliamentary mandates the parties are given the opportunity to move to a higher level of relations with the state. And this concerns both parliamentary and local elections. However, in order to participate in elections the parties must meet certain, statutory requirements.

Political parties in Ukraine are the main subjects of the electoral process. During the elections, the parties perform three functions simultaneously



**Relations between the state and political parties
in the regulatory-institutional field**

(procedural, organizational and informational). Accordingly, their relationship with the state can be divided into *procedural, informational and organizational*. Certainly, the classification presented in many respects is conditional, since all three types of relationships are closely interconnected. However, each of them is aimed at the implementation of special actions and has a certain time frame. Let us consider these types of relationships in more detail.

1) Procedural relations

Under procedural relations means *the joint activity of the state and parties on the issue of the implementation of the election procedures and actions that lay the basis for the elections and ensure the exercise of the electoral rights of the citizens*. The procedures that are carried out with the joint participation

of the authorities and parties and form the basis of their procedural relations include the formation and nomination of a party list in the elections; making an election deposit; registration of the party list, refusal to register, withdrawal and cancellation of the registration; distribution of deputy mandates, etc.

At the same time, the time frame for the procedural relations between the state and parties is established within the framework of the first and last election procedures. Thus, in Ukraine the procedural relations between the parties and the state begin at the time of the nomination of candidates from the party and end after the distribution of mandates within the list of the electoral association.

It is important to note that the format of the procedural relations between the state and parties largely depends on

the stage of the electoral process. In this regard, it seems appropriate to divide the procedural relations into those that are carried out before the election campaign registration procedure and those that take place during and after it.

The starting point in the relations between the state and parties in the elections should be considered the procedure for the nomination of the candidates in which process the candidates for the participation in the election campaign and for obtaining the mandates in the elected bodies of the power and local self-government are determined.

According to the Ukrainian legislation, for example, the Law of Ukraine “On Local Elections”, in the fifth section of which it is stated that the nomination of the list of candidates for deputies of different levels of the government is carried out by secret ballot at the relevant congresses of the party (the whole party, region, district, city, etc.) in which the delegates of the corresponding level take part [3]. At the same time, the detailed regulation of carrying out the specified measure is determined by the party on its own. Consequently, each party has the right to put forward its own requirements for the nomination of the candidates and the candidates themselves.

Meanwhile, in the statutory documents of the most Ukrainian parties the procedure for nominating the candidates in elections is not specified, which makes it possible to nominate many casual people who are not even members of the relevant political parties. This leads to the fact that little-known people come to the electoral rolls and, as a result, to the represen-

tative bodies, both for ordinary party members and for voters.

Therefore, in our opinion, the Ukrainian election legislation should detail the requirements for the candidates to be nominated, as well as the procedure for including candidates in the lists of candidates for deputies. Stimulating the development of the political culture in Ukraine, as well as reducing the number of casual people in the party lists in elections, can be done through the use of different technologies. As noted above, one of the technologies of the development of intraparty democracy is the holding of pre-election (“primaries”), which has become widespread in the United States. Such a normatively-secured previous election would significantly democratize the nomination procedure, allowing the party’s “lower classes” to make their choices and help identify the best representatives of the political unions.

At the same time, we note that the procedure for holding “primaries” should not be subjected to total state regulation, as this would be contrary to the principles of the self-organization of the political institutions and civil society institutions.

At the stage of registration the parties enter a new level of relations with the state. This greatly affects the nature of the procedural relations that from this moment are regulated to a greater extent by the provisions of the Ukrainian legislation, and therefore become systemic and structured. But in time, there are issues with the Unified Register of Public Formations. That from the beginning of 2017 does not contain clear information on the number of political parties registered by the Minis-

try of Justice. As of January 2018 they could be calculated 355 (in the old version of the Register, as of January 18, 2017 – 352 political parties) [4]. And the vast majority of these entities did not carry out active activities.

Aggressive party activities, voting procedures and summing up the election are subject to serious legislative regulation. At the same time, it is during this period that parties are given the opportunity to fully declare themselves and influence the benefits of the voters.

Moreover, in certain cases, even at this stage, the parties can influence the implementation of certain electoral procedures regulated by the state. In particular, they are able to influence the distribution of the deputy mandates after the results of voting. In accordance with the Law of Ukraine “On Local Elections”, the party’s adjustment to the summary list is mainly carried out by applying the technology of dismissal of a candidate on the basis of the refusal of the mandate [3].

Often endowed with a mandate a person under the influence of the leadership of the party or by agreement with him refuse the status of a deputy in favour of the following candidates on the list. This circumstance contributes to the legislative consolidation of certain sanctions for an electoral association for the dismissal of a candidate.

Thus, certain adjustments to the procedural relations are possible due to the fact that in 2017 there were shifts in the implementation of the electoral reform. On November 7, 2017, the Verkhovna Rada adopted in the first reading the draft Election Code of Ukraine that envisages the introduction of a system of elections to the Par-

liament with open regional lists. And in December 2017, the Parliament registered a bill by deputy O. Barna on the election of people’s deputies of Ukraine (according to the majority system), as well as six alternative bills that envisage various modifications of the proportional system. The change can be made in order of determining the results of voting [4].

In general, the strengthening of the state regulation at this stage of the electoral process is due to the need to prevent distortion of the election results and violations of the citizens’ electoral rights.

2) Organizational relations

In modern Ukraine political parties are not only the main participants, but also active organizers of the elections. The organizational powers of political parties at the elections are very diverse. The representatives of the parties take part in the work of election commissions of all levels, are involved in the discussion and revision of the provisions of electoral law, monitor the conduct of the elections.

At the same time, at all the stages of the organization of elections the political parties actively cooperate with the electoral bodies contributing to the organization of the electoral process in accordance with the norms of the law, namely, the Law of Ukraine “On Local Elections”.

As a result, the fairness and legitimacy of the election results depends on the quality of the organizational relations between the state and the parties.

However, it should be noted that the political parties do not perform their functions regarding participation in the electoral process properly.

In particular, this concerns the delegation of persons to the election commission. Many delegated members of the election commission have neither experience nor a desire to perform their duties in a qualitative manner, which makes it necessary to regulate the training of such specialists by the political parties. In this case, it is about the preparation of reserves for the election personnel, the creation of special schools for the election organizers, and the training of the members of the election commissions.

Moreover, in the case of delegation of unprepared persons to the election commissions, the parties should bear special responsibility, such as: depriving them of the opportunity to nominate their members to election commissions at the next election.

In addition to preparing for the day of voting, the political parties are also responsible for the proper conduct of the elections and further counting of the votes. In this context let us pay attention to the importance of ensuring the participation of the political parties in the preparation of official observers. The legal basis for the activities of the public observers is the Election Observation Manual adopted by the Organization for Security and Cooperation in Europe in 1977 and the Declaration on the criteria for free and fair elections adopted by the Inter-Parliamentary Union Council on March 26, 1994, laws on the election of the President of Ukraine and people's deputies of Ukraine [5.6].

The observers have the right to be present at the meetings of the election commission, may, when voting questions arise, address the chair of

the polling station commission, may observe the issuance of the ballots for voting and counting of the votes, have the right to get acquainted with any documents related to the procedure and course of the elections, to declare in the established procedure their disagreement with the actions of the election commission.

The material guarantee of exercising the right to monitor the election by the observers is the possibility of documenting the violations of the law during the election period. The Act on violations of legislation in the elections should contain information about the place and time of the event, the name of the polling station and its location, the nature of the violation of the law, the passport data and the coordinates of those who witnessed the offense of the persons, and the name of the authority to which the application has sent offenses and decisions in this case. An Act of violating the election law serves as an annex to an application sent to a higher election commission or judicial body.

The observers, in accordance with the current legislation, monitor the election process, count the voters' votes, compile the minutes of the voting, prevent the occurrence of offenses and falsifications during the voting. However, as recent parliamentary campaigns (2006, 2007, 2012, and 2014) have proved, as well as local elections in 2010 and 2015, organizational and financial difficulties prevent many parties from exercising their right to delegate official observers to all the polling stations.

Proceeding from this, the requirement for political parties to prepare for inter-election observers is important.

3) Informational relations

The informational relations of the state and parties play a special role in the elections. Taking into account that the benefits of the voters are formed on the basis of information received from different sources, the quality and intensity of the latter becomes of great importance both for the authorities and for the parties.

Moreover, if the procedural relations between the state and the parties ensure the deployment and consistent implementation of the stages of the election process, then informational ones are aimed at presenting by the parties of their ideological settings and election programs.

In addition, in the framework of the informational relations with the state, the parties are given much more freedom of action than in the implementation of the electoral procedures, since according to current Ukrainian legislation an electoral association has the right to independently determine the content, forms and methods for informing the voters during an agitation campaign. The main constraints are compliance with the agitation of the Constitution of Ukraine, as well as the lack of calls for the abolition of Ukraine's independence, the change of the constitutional order by violent means, violation of the sovereignty and territorial integrity of the state, undermining its security, illegal seizure of the state power, propaganda of war, violence and incitement of interethnic, national, religious and racial hatred, an attack on human rights and freedoms, and public health [2].

Depending on the method chosen by the party to inform the voters,

three main types of their informational relations with the state can be distinguished:

- media relations;
- relations related to the organization of public events;
- relations regarding the distribution of agitation products.

At the same time, each of these types of relations is implemented in a control or auxiliary form. Control relations are based on the state regulation and supervision of the party campaigning. Auxiliary interconnection implies that the state supports the campaigning of the parties during the elections.

It should be noted that the state media resources (TV and radio channels, newspapers) have a significant impact on the information space of modern Ukraine. Unlike non-state actors, they are used to place agitation materials in a compulsory manner, so the influence of information transmitted by them on the electorate is significant, especially at the local level.

The specified circumstances determine the special importance of access to state media resources for agitation campaigns of the parties. Moreover, a detailed analysis of the conditions of compliance with the current legislation by the state media is important after summing up the voting.

One more important form of relations is that which is related to the organization and holding of public events by the participants in the election process.

State support (non-support) of the political parties may be manifested, in particular, during the provision (non-provision) of premises for holding par-

ty meetings, conferences. In turn, the state control is manifested, in particular, in the study of a party announcement of an agitation campaign, monitoring the requirements of the current legislation and observance of the public order during its conduct.

The executive body may make suggestions on changing the place or time of a public event, as well as proposals for the elimination by the organizer of the non-compliance of the purposes, forms and other conditions of the event specified in the notice with the requirements of the current legislation.

In this area of relations the attention is drawn to the need to ensure equal access to meetings with the voters and to conduct party activities by all the participants in the election process.

With regard to the distribution of print, audiovisual and other agitation materials, in this case it is worth paying attention to the need to ensure equal access of the political parties to special free places for the placement of agitation printing products, as well as the imposition of sanctions for the prevention of their dissemination.

2. Relations that take place outside the electoral process

In the inter-election period the political parties, depending on their results and the number of seats received in representative bodies, exercising their political and administrative functions, influence the adoption and implementation of the state decisions. At the same time, the parties that have got the support of the necessary number of citizens in the elections have the opportunity to implement their political program delegating their representatives to the executive authorities.

In general, it can be noted that the state builds its relations with the political parties through all the branches of power: judicial, executive and judicial. Each of them has its relations with the political parties, in accordance with the functions it occupies in the system of the state power. But most of the political parties in the inter-election period interact with the executive branch of the government. Between it and the political parties the relations can be built into six possible scenarios.

1. Advisory relations

In this type of relations, the political parties, without forming the governing bodies of executive power, cooperate with it through specially created advisory public structures such as chambers, committees, etc.

2. Contractual relations.

This type of relations involves the formalization of the relations between the executive authorities and political parties through the signing of special agreements, which, on the one hand, provide certain guarantees, and on the other hand, impose certain restrictions on the activities of the political parties.

3. Project relations.

The advisory and contractual forms of cooperation are complemented by another kind – project, which takes place during the implementation of joint projects and programs by the executive bodies and the political parties.

4. Personnel relations.

In this case we are talking about arrangements for appointment to positions in the executive bodies. Such arrangements can be formal and informal. Meanwhile, in any case, they allow the parties to engage in their political and administrative functions.

5. *Patronage relations.*

Another form of relations between the executive authorities and the political parties at the local level is direct protection (support) by the executive authorities of the political associations.

Among the forms of the state support for the parties one can distinguish: media support that is expressed in providing the parties with equal conditions and guarantees of access to state and local mass media; support related to the provision of premises and facilities to the parties in the state or communal ownership on terms similar to those granted to the state and municipal institutions; support that ensures equal conditions of the participation of the parties in the public and political actions.

Thus, it may be noted that today, stable and normatively regulated relations between the state and political parties have emerged in Ukraine, both during the election process and beyond. Political parties seek to have a direct impact on state policy, to protect the interests of their members and voters. At the same time, parties serve as an indispensable personnel and intellectual resource for various structures of the state authorities.

At the same time, the party-state relations in the modern Ukraine are far from ideal. The main difficulty lies in the failure of the most Ukrainian parties to act as an equal partner of the state in solving urgent social and political problems, including holding democratic elections. Meanwhile, this is largely due to imperfect legislation.

Conclusions and perspectives of further research. Thus, after analyzing

the relations between the state and political parties in the normative-institutional field and within the limits of the general development vectors, the following directions of their development can be singled out:

Within the electoral process during procedural, organizational and informational relations.

Regarding *procedural relations* in the Ukrainian electoral law, the requirements for candidates put forward, as well as the procedure for including candidates in the lists of candidates for deputy, should be described in detail. And also at the legislative level to establish certain sanctions for the electoral association for the dismissal of the candidate. Such sanctions may include, for example, the introduction of restrictions on the occupation of senior positions in the permanent governing bodies of the relevant councils or the deprivation of a certain number of mandates.

Regarding *organizational relations*, the requirement for political parties to prepare for the inter-election period of the observers is important for the correctness of the passage and control over the course of elections. Since the political parties themselves decide to use this right to direct observers or not, the state can itself assist in the training of such specialists by conducting appropriate training courses, for example, on the basis of the National Academy of Public Administration under the President of Ukraine.

In the context of *informational relations*, particular attention should be paid to objectively informing the voters about the political parties and the course of elections, as well as the for-

mation of a conscious position in the electorate regarding each electoral association, through the development and application of norms aimed at detecting and preventing cases of unlawful distribution of media resources.

For the process of ensuring equal access for all the participants in the election process and monitoring, it would be advisable to create at *the Central Election Commission of the Commission on Information Disputes* that will deal exclusively with the consideration of complaints about media violations of the electoral law. Representatives of the CEC, political parties, public organizations, associations, etc. could enter such a commission. To ensure equal access to meetings with the voters and to hold party events by all the participants in the election process, it is possible *to impose strict sanctions on those officials who impede the subjects of the election process to exercise their constitutional rights.*

Outside of the election process, project and personnel relations are of paramount importance. In the course of *project* relations it is important to ensure the participation of the parties in the preparation of the local development programs. Accordingly, *the conditions and nature of cooperation*, initiators of joint activities, representation in working groups, commissions, etc. should be legislatively defined. Regarding personnel relations, it is expedient to *constitutional consolidation of the parties that won the local elections, the right to nominate candidates for the position of the chairman (deputy chairman) of the regional state administration.* The need to define the forms and directions of the

state control over the activities of the political parties in order to establish the interaction between the public authorities and political parties determines the prospects of further exploration in this direction.

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STATE GOVERNANCE IN UKRAINE DURING THE TIMES OF SUBORDINATION TO RUSSIA: PECULIARITIES OF THE ADMINISTRATIVE AND POLICE APPARATUS

Abstract. The article examines the characteristic features of governance in the Ukrainian lands after the abolition of the Hetman and its entry (as well as other ethnic territories — Sloboda Ukraine and the provinces of the Kingdom of Poland) into the Russian Empire. Attention is focused on the managerial functions of the police segment: the author proves his decisive role in management at all levels, while at the same time covering the activities of the executive bodies formed by the electoral authority.

The work traces the influence of the central apparatus on local self-government and the gradual transfer of powers of individual units of provincial offices to sectoral Moscow ministries (former orders), the expanded functions of the Ministry of Internal Affairs, the main governmental body that controlled the border

territories; also characterized the contradictions between the central and local authorities, which consisted primarily in the forms and methods of implementation of state policy in imperial districts, where the risks of socio-economic upheavals existed along with the threats of national explosions.

Given this, a significant part of the material presented is devoted to the study of government oversight powers, as well as the methods of the political police — the gendarmerie, and its struggle with national movements. The main idea of the article is to prove the thesis about the inefficiency and vulnerability of local authorities, which use violent methods to implement the center's policy, without taking political, socio-economic, cultural, religious activities to gain the loyalty of the local population — after all, it's crisis management and become one of the main reasons for the collapse of the tsarist regime and the emergence of opportunities for the future development of their own national institutions.

Keywords: the emperor, His Majesty's Own Office, ministries, province, governor-general, governor, mayor, chief of police, business case, gendarmerie, reform, district court, zemstvos, city council.

ДЕРЖАВНЕ УПРАВЛІННЯ У ПІДРОСІЙСЬКІЙ УКРАЇНІ: ОСОБЛИВОСТІ ЦАРСЬКОГО АДМІНІСТРАТИВНО- ПОЛІЦЕЙСЬКОГО АПАРАТУ

Анотація. Досліджено характерні особливості урядування в етнічних українських землях після скасування Гетьманщини та входження її (а також Слобідської України та воєводств Царства Польського) до складу Російської імперії. Увага зосереджується на причинах та принципах створення генерал-губернаторств та діяльності управлінських механізмів, на функціях губернаторських канцелярій та ролі поліцейського сегмента цієї галузі: доводиться його участь в урядуванні на всіх рівнях, паралельно висвітлюється робота виконавчих органів, сформованих виборною владою.

Прослідковано вплив центрального апарату на місцеве самоврядування та поступове передання повноважень окремих підрозділів губернських канцелярій галузевим московським міністерствам (колишнім приказам), описано функції Міністерства внутрішніх справ — головного урядового органу, який контролював прикордонні території; також схарактеризовано суперечності між центральною та місцевою владою, які полягали, насамперед, у формах та методах втілення державної політики в імперських віддалених губерніях, де ризики соціально-економічних потрясінь існували нарівні із загрозами національних вибухів.

З огляду на це, значна частина викладеного матеріалу присвячена вивченню урядових наглядових повноважень, а також методам діяльності політичної поліції — жандармерії, та її боротьбі з національними рухами. Головна ідея полягає у доведенні тези про неефективність та вразливість місцевої влади, яка використовує насильницькі методи для втілення політики центру, не здійснюючи політичних, соціально-економічних, культурних,

релігійних заходів щодо здобуття лояльності місцевого населення, — адже саме кризові явища в урядуванні і стали однією із найголовніших причин краху царського режиму і виникнення можливостей для майбутньої розбудови власних національних інституцій.

Ключові слова: імператор, “Власна Його Величності Канцелярія”, міністерства, губернія, генерал-губернатор, губернатор, градоначальник, поліцмейстер, справник, жандармерія, реформи, земський суд, земства, міська дума.

ГОСУДАРСТВЕННОЕ УПРАВЛЕНИЕ В УКРАИНЕ ВО ВРЕМЕНА ПОДЧИНЕНИЯ РОССИИ: ОСОБЕННОСТИ АДМИНИСТРАТИВНО-ПОЛИЦЕЙСКОГО АППАРАТА

Аннотация. Исследованы характерные особенности управления в украинских землях после отмены Гетманщины и вхождения ее (а также других этнических территорий — Слободской Украины и воеводств Царства Польского) в состав Российской империи. Внимание сосредоточено на управленческих функциях полицейского сегмента: доказывается его определяющая роль в управлении на всех уровнях, освещается и деятельность исполнительных органов, сформированных избирательной властью.

Прослежено влияние центрального аппарата на местное самоуправление и постепенную передачу полномочий отдельных подразделений губернских канцелярий отраслевым московским министерствам (бывшим приказам), расширенные функции Министерства внутренних дел — главного правительственного органа, который контролировал пограничные территории; также охарактеризованы противоречия между центральной и местной властью, которые заключались прежде всего в формах и методах реализации государственной политики в имперских отдаленных губерниях, где риски социально-экономических потрясений существовали наравне с угрозами национальных взрывов.

Учитывая это, значительная часть изложенного материала посвящена изучению правительственных надзорных полномочий, а также методам деятельности политической полиции — жандармерии, и ее борьбе с национальными движениями. Главной же идеей является доказательство тезиса о неэффективности и уязвимости местной власти, которая использует насильственные методы для реализации политики центра, не совершая политических, социально-экономических, культурных, религиозных мероприятий по получению лояльности местного населения — ведь именно кризисные явления в управлении и стали одной из главных причин краха царского режима и возникновения возможностей для будущего развития собственных национальных институтов.

Ключевые слова: император, “Собственная Его Величества Канцелярия”, министерства, губерния, генерал-губернатор, губернатор, градоначальник, полицмейстер, деловод, жандармерия, реформы, земский суд, земства, городская дума.

Problem statement in the thesis form and its connection with important scientific or practical tasks.

The progressive campaign of Russian autocracy into Ukrainian statehood began in the days of Hetman Bohdan Khmelnytsky and continues to this day. There alternately existed various supervisory bodies: the institute of the royal resident at the Hetman's mace worked, the Russian Orthodox Church periodically restored its activity, the Moscow voivods had unlimited powers in separate lands, the government in the Left Bank was carried out by the Hetman Government, formed totalitarian apparatus of tsarism and Bolshevism, formed latent pro-Russian structures which influenced the government decisions in independent Ukraine.

In the Cossack period the Great Russian authorities were still forced to reckon with the national traditions of governance, since these acts served as a gain of popular adherence: for example, among the grassroots Cossacks, even the expression was "queen-mother", and the royal service was perceived as a demanded Cossack mission [1]. There are also many historical facts about faith in the "good" ruler widespread in the peasant and working environment. Undoubtedly, during the period of 1654-1917 the leaders of the empire periodically carried out liberal steps that testify to attempts by the center to win the loyalty of the annexed lands. However, the methods of their implementation by the government bodies that worked in the Russian lands led to the destruction of trust in the authorities and the constant awareness of their own abusive position — all these issues

now require additional scientific consideration.

Analysis of research and publications. The main sources for the development of this topic are archival material [10], a collection of legislative [2,4] and statistical acts [3, 8], as well as scientific works of the direct participant in the then governing organization of the border lands of P. Stolypin [14] and its evaluation of the activities of the world political science. The author uses the works of the Russian historian A. Kornilov [9]; refers to the research by D. Yavornytsky [1]; uses the materials of the Encyclopedia of History of Ukraine [7, 11, 13]. One of the important sources is the historical analysis of the peculiarities of administration in the ethnic Ukrainian lands carried out by O. Yarmysh [6].

Formulation of the purpose of the article:

- to describe the territorial and administrative structure of the ethnic Ukrainian lands after the abolition of the Hetmanate and their subsequent subordination to Russia;
- to give a description of the mechanisms of administration of the provinces, counties and townships; to prove the decisive role of the police in the local government;
- to highlight the significance of the executive structures created by the elected authorities;
- to emphasize the crisis phenomena in the tsarist government as the main causes of the collapse of the autocracy.

An overview of the main research material justifying the results.

The traditional Cossack Freedom — numerous attempts to get rid of any external pressure (or to change the

Eastern vector to the West), repeated attempts to make the hetman's mace an hereditary relic and gain autonomy for the Ukrainian lands forced the tsarist government to resort to tough measures and cease in the second half of the 18th century the activity of the national government. Moreover, there were objective (for Russia) preconditions for this: after the victory in the Russian-Turkish wars, the threat from the Crimea disappeared, and, consequently, also the need for a terrible border force which was the Cossacks. Thus, after the liquidation of the Hetmanate and the Zaporozhian Sich a long period of Russian rule in the Ukrainian lands began.

At the end of the 18th and early 19th centuries almost 80 % of the Ukrainian ethnic lands were part of the Russian Empire: after the abolition of the Hetman's system more than 8 million people lived in 9 provinces (by the end of the 19th century this figure had risen to 24 million, more than 17 million were ethnic Ukrainians). Thus, in Podillya the Ukrainians accounted for up to 90 % of the local population; mostly non-Ukrainian was only the population of the large cities – Kyiv, Odessa, Kharkiv [2].

The administrative – territorial division here was quite peculiar, as historic land identification: Left Bank, Right Bank, Slobozhanshchyna, Southern Ukraine, as well as the Crimea (after the Russian-Turkish confrontation).

Officially there were three general-governorates: Malorossiysk (with Kharkiv, Chernihiv, Poltava provinces); Kyiv (with Kyiv, Volyn, Podil provinces); Katerynoslavska, Kherson and Tavria provinces were part of the

Novorossiysk and Bessarabian general-governorate. This system has undergone numerous changes that depended on a number of circumstances: national movement, military campaigns, migration processes [3].

The official head of state was the Russian Emperor; the same functions of the former Malorossiysk were handed over to His Majesty's Office of the Chancellery and branch ministries, in particular the new Ministry of the Interior that had a major role in the approval of the governor general and governors and in defining ways to implement the imperial policies. The essence of this policy, as was the case in Siberia, Central Asia or the North Caucasus, was the scarcity of the local population and the use of resources, and the main method of its implementation was coercion.

General – Governorate – the institution of power that in tsarist Russia was introduced in conquering and organizing the subordination of passionate marginal lands whose population resisted (or posed a potential threat) to imperial power; accordingly, the governor general, the personal royal representative – a new post in the local administration, is typical only for the border areas annexed during the military companies or socio-economic colonization. He, as before, continued to be called the “governor of the land”. The general governor-general, as a rule, was appointed from among military leaders who had experience in conducting military campaigns and suppressing national uprisings; he possessed an additional resource for this purpose and was a direct representative of the absolutist regime in the local

administrative apparatus, focusing in his own hands the full power (military, administrative and before reforms of 60's – even judicial) [4]. An important right to punish belonged to him regardless of the rank, title and position of persons who resisted the established procedures.

The governor headed the administration of the largest territorial unit. The province was divided into counties; those, in turn, consisted of townships. Provinces, counties and townships had their centers and local official bodies of executive power – however, in addition to the departments, in the post-reform period in many cities the elected city councils, magistrates and town councils intensified their activity; influential aristocratic assemblies led by the leaders who took the most active part in the formation of the local government were created; attempted to organize zemstvos (the activities of the latter have always met with silent opposition from the tsar's officials), among which there were exceptions. Thus, the head of the Russian government, P.A. Stolypin, during his tenure as Minister of the Interior, who was subordinated to “malorossiysk” officials, considered it necessary to liberalize the regime in the Russian lands and took a number of measures in this direction, from increasing the bureaucratic responsibility for the brutal attitude towards the population and up to the dissolution of the State Duma due to inaction during the popular upheavals of 1905.

The provincial government was governed by the office of the governor whose post appeared in Russia under Peter I, as well as the vice-governor,

governor's advisers and prosecutor. The sectoral provincial administrative institutions acted separately, the provincial court chambers and extensive police services were formed – “presences” that performed, first of all, punitive functions; in provincial cities this service was headed by a police chief; in the counties – town governors; the bailiffs and warders acted in smaller territorial units, and they also performed most of the functions of the former judicial officials – the *vozni*. All these appointments were made by the governor alone; he also added to reports to the Ministry of the Interior reports of police and gendarmerie services regarding the loyalty of the population which separately indicates a certain direction of his administration activity.

In the counties where there were aristocratic assemblies and *zemstvo* institutions, and that had their own treasury, customs structures and management of the state property, the main body of the local government (both in pre-reform and in the post-reform period) was a *zemstvo* court. Its powers were extraordinary: the head of justice (the head) appointed the Ministry of the Interior, and, in addition to justice, his subordinate structure exercised real control on the ground – controlled the rule of law, oversaw the taxes, state property, customs, formed police structures, embodied the decrees of the governors-general, ruled the nobility [6].

Consequently, after the introduction of the institute of the governor general, as well as after the creation of branch ministries, which gradually began to form their own local structures

themselves, the economic functions of the governor-governor began to level out. But this post has not lost its main (supervisory) status: exercising control over the activities of the government provincial structures, extending its authority to judicial institutions and approving court rulings, he, in essence, turned into an official of the Ministry of Internal Affairs that was responsible for the implementation of the laws of the Russian Empire, for the implementation of the decrees of the Government Senate on subordinate lands [6].

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However, the main feature of the organization of the local government in the Russian lands during the autocracy was the granting of extraordinary administrative powers to individual officials responsible for the internal affairs: in comparison with the governor's duties, duties, for example, of the mayors (heads of border cities) were even wider — since they were introduced into the most explosive in terms of national and social conflicts in the areas.

Thus, city mayors of the cities of Odessa, Sevastopol, Kerch, and Mykolayiv were full masters of the cities, focusing in their hands the legislative executive and judicial (civil and military power); subordination of the general — the governor of the province was extremely nominal, because the mayors were appointed by the Emperor and reported to him through the Ministry of the Interior. According to sources, self-government in these cities existed only *de jure* (at least — to the reforms of 60–80's of the 19th century and the establishment of non-stop city *dumas* and their executive bodies — city administrations that had some powers in the socio-economic sphere), since all the decisions of the city local authorities were approved by the mayors [8].

The administrative and police administration apparatus has undergone significant changes after the royal decree of 1862 and should be exempted from impractical police powers in the field of politics and socio-economic sphere and focus on law enforcement, “decency” of the population and search activities.

Homeland Police was abolished after the abolition of serfdom. However, the provincial police officers, district police officers, as well as city officials — district police officers and their assistants, province police officers, county police officers and township policemen continued to carry out general surveillance in all the spheres of the public life, and after the massive peasant and workers' worries the number of police units increased significantly (in including, and at the expense of police units, — are hardly the first in Europe formed at private expense).

The tsarist regime continued to confirm the role of the gendarme in Europe and in all the colonized lands and in the force of the conquered territories: the role of the political police in the government was steadily increasing, the search and punishment of the “anti-government segment” gained enormous volumes, especially “on the territory of Malorossiya and Poland, where even attempts to defend Uniate or Catholic faith, Malorossian or Polish language [9]. Precisely because of this “representatives of indigenous ethnic groups, Catholics and Jews were not allowed to serve in the gendarmerie corps; almost a hundred percent the gendarmes had aristocratic descent, high level of education, the highest sector pay”. In Ukraine, there were 9 gendarmerie corps (in 9 provinces), separate corps — in Odessa and Sevastopol (after the revolutionary riots of 1914), whose states were constantly replenished by more experienced specialists from the metropolis.

In addition to political oversight of the various layers of the population, the search for enemies of the government and their elimination was an important feature of gendarmerie activity, as well as in all the punitive organizations in Ukraine was the struggle against nationalism. In the secret circular of the Ministry of Internal Affairs “On Aliens and Separatism” it was noted that “it is necessary to observe the spirit of the entire population and to rid the political ideas of society, trying to investigate the causes of unfavourable government mood of the minds” [10]. With instructions from the imperial government not to openly interfere with the issue of the national culture and to enable Ukrai-

nians and Poles to implement language policy, the gendarme services possessed a remarkable ability to retrain cultural and linguistic matters into political crimes.

This specificity of the activity gave rise to a contemptuous attitude to the gendarmes not only among the local population, but also among the Russian military and intelligentsia, and even among educated police officers: espionage, secret surveillance, provocations, numerous fabricated peasant and labour affairs, psychological methods of inquiry and recruitment, denunciations and bureaucracy, mutual oversight of one another, the struggle against confessions, a special “non-heroic” role in World War I was secretly and clearly condemned by the then elite as an unworthy activity for the “servants of the nobility” [11].

Thus, the final liquidation of the Cossacks and Magdeburg (and, at the same time, feudal governorship) in the Ukrainian lands took place. “His Majesty’s the Office” has formed its own system of governance. Cossack military formations dissolved among state-owned peasants or turned into dragoons and hussars. The Ukrainian gentry, the Cossack elder of the Hetmanate received titles of nobility (“Letter of Attorney to the Nobility”) and got the opportunity to hold high bureaucratic positions (“The Table of Ranks”). Both of these royal decrees now regulate the place of states in the state hierarchy; a similar step was taken for the Slobidska Ukraine with the decree “On the Malorossian ranks giving the right to a real or hereditary nobility” [12].

The support of the tsarist government of the upper strata of the popula-

tion was also carried out in the socio-economic sphere, which was largely after the introduction of the major and the enslavement of the peasantry, all of which, in aggregate, enabled the aristocratic domination to be preserved and in the political organization and formation of the local authorities – the zemstvos. The other free states – the petit bourgeoisie, the clergy of various denominations, the merchants, the bourgeoisie (the new Ukrainian state, which grew late, in comparison with the rest of Europe) – were discarded from broad participation in the government – until the zemsky reforms of 1864 prior to the introduction of the elective curial system, according to which not only the representatives of the nobility, the great landowners, the bourgeoisie, the intellectuals were allowed to participate in the zemstvos – even the prosperous peasantry, the burghers, merchants and artisans, who were now able to be the leaders of these zemstvos received the right of the assessors [13]. Partial influence on the activity of zemstvos were aristocratic collections – another elected body the leader of which was approved by the governor, but his leadership in the local administration was limited to holding at zemsky meetings; the nobles met once every three years – to solve local problems, which, as a rule, were not related to the state government.

Zemstvos played a huge role in the development of the local economy: they created educational and medical institutions, controlled trade and prices, roads were being built, funds were allocated for the local industry, postal transportation was organized, state owned buildings were being

maintained, a number of social problems were controlled: illness, postures, drought, hunger, corruption, illegal embezzlement, soldier's service, etc. Particular importance was acquired by the zemstvo during the implementation of the program of reforms P. A. Stolypin [14]. However, at the beginning of the 19th century, a legitimate, power-dominated people, which for the local people became a personification of a genuinely popular power (since they were elected by general steps and kept at the expense of the community) was subjected to strict tsarist control: the central government formed a presence from the zemstvo affairs, which, in a few years limited the functions provided by the reforms of the zemstvo.

In the case of the Right Bank, the zemstvos as local government were formed only in the beginning of the next, 20th century – this process in the 19th century was slowed down in connection with the Polish national movement that was intended to restore the reign of the Kingdom of Poland to the Ukrainian right-bank lands. However, the Polish “separatists” did not receive the support of the local population, and they got the political fate of the Cossacks: the elimination of statehood, the destruction of the army, anti-Catholic campaigns, the punishment of the rebels, – already in the second half of the same century, began to work on the Russian administration model, which introduced the post which canceled the remnants of the last Lithuanian charter, introducing a government similar to the rest of the imperial territories.

Conclusions. The administrative – police system of administration of the Russian lands was formed on the basis

of traditional colonial models of the modern history: in the annexed territories dominated, in addition to economic, political and national oppression and spiritual oppression, since the indigenous ethnic groups are the bearers of the national idea and national struggle (and, therefore, the dangers for the regime). In fact, this system was aimed at preserving the foundations of autocracy, stopping revolutionary disturbances, and preventing the spread of national tendencies, because all this threatened the empire's integrity, as it was liberally-progressive on paper (in spite of the interchange of the zemsky, magdeburg and local-noble components) and punitive and repressive in fact. Bearing in mind the political and military threat of the Cossacks, the experience of numerous successful uprisings of Ukrainians against the treads, the tsarist government could not allow the "spring of peoples" to repeat in their own territories. However, these measures were taken not by means of reforms, agreements and concessions, but solely by the use of coercive apparatus, which mainly consisted of domination of the police component in the administration.

Supervision, repression, persecution and punishment were the main method of activity of all the government units: from the governor who took single-person decisions about mass shootings to the head of the township administration that could arbitrarily restrict the will of the peasant debtor for not fulfilling a large number of duties. In this regard, the personnel policy was based exclusively on principles such as political loyalty, devotion to the monarchical idea and thoughtless executive obe-

dience, and the government was not about satisfying the improvement of the population, but the comprehensive oversight of the population.

True, in both parts of the Ukrainian lands, this system has undergone a certain liberalization after the reforms of the 60s of the 19th century, and especially at the beginning of the 20th century, when, as a result of the growth of revolutionary performances and national movement, tsarism began to suffer not only for the territorial integrity of the empire, but also for its own throne. However, these democratic steps did not stop the collapse of autocracy, programmed by the objective laws of the development of the society: state power built on violence inevitably undergoes a united resistance of all the layers — that's what happened in 1917.

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TERMINOLOGY ELEMENTS OF PUBLIC ADMINISTRATION OF INTERNATIONAL INVESTMENT PROJECTS

Summary: The article analyses basic terminology elements of the public administration of international investment projects. It defines characteristic features, interconnections, and functional relations of the public administration subjects and objects in terms of such categories as “project,” “investment project,” “project portfolio,” “management,” “public administration,” “public administration mechanism.”

The article determines basic statutory documents regulating issues of investment process management when projects are implemented jointly with international financial institutions. It explains the concept of “investment project” in regard to implementation of economic and social development projects funded with loans attracted or guaranteed by the state or credits from international financial institutions.

Key functions are outlined of the investment activities public administration and forms of support that can be granted by the state when economic operators are carrying out investment projects.

It is justified why it is reasonable to use a portfolio approach to investment project management not only at a company or organization level but also at the state level, especially during implementation of projects co-financed with sovereign credit funds received from international financial institutions.

Basic macroeconomic, microeconomic, and institutional instruments and methods of state influence on economic operators' investment policy are pointed out.

The article suggests a definition of the essence of the public administration mechanism for investment projects that are carried out together with international financial institutions.

Key words: project, investment project, project portfolio, management, public administration, public administration mechanism, international financial institutions.

ТЕРМІНОЛОГІЧНІ ЕЛЕМЕНТИ МЕХАНІЗМУ ДЕРЖАВНОГО УПРАВЛІННЯ МІЖНАРОДНИМИ ІНВЕСТИЦІЙНИМИ ПРОЕКТАМИ

Анотація. Проаналізовано основні термінологічні елементи механізму державного управління міжнародними інвестиційними проектами. Визначено характерні властивості, взаємозв'язки та функціональні відносини суб'єктів і об'єктів державного управління у розрізі таких категорій, як "проект", "інвестиційний проект", "портфель проектів", "управління", "державне управління", "механізм державного управління".

Зазначено основні нормативно-правові документи, що регулюють питання управління інвестиційним процесом під час реалізації спільних з міжнародними фінансовими організаціями проектів. Визначено зміст поняття "інвестиційний проект" щодо впровадження проектів економічного і соціального розвитку, що фінансуються за рахунок залучених державою або під державні гарантії позик чи кредитів міжнародних фінансових організацій.

Визначено основні функції державного управління інвестиційною діяльністю та форми підтримки, що може надаватися державою під час реалізації суб'єктами господарювання інвестиційних проектів.

Обґрунтовано доцільність застосування портфельного підходу до управління інвестиційними проектами не лише на рівні підприємства чи організації, але й на рівні держави, особливо під час впровадження проектів, що співфінансуються за рахунок залучених під державні гарантії кредитних коштів міжнародних фінансових організацій.

Зазначено базові макроекономічні, мікроекономічні та інституційні інструменти і методи впливу держави на інвестиційну політику суб'єктів господарювання.

Запропоновано визначення змісту механізму державного управління спільними з міжнародними фінансовими організаціями інвестиційними проектами.

Ключові слова: проект, інвестиційний проект, портфель проектів, управління, державне управління, механізм державного управління, міжнародні фінансові організації.

ТЕРМИНОЛОГИЧЕСКИЕ ЭЛЕМЕНТЫ МЕХАНИЗМА ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ МЕЖДУНАРОДНЫМИ ИНВЕСТИЦИОННЫМИ ПРОЕКТАМИ

Аннотация. Проанализированы основные терминологические элементы механизма государственного управления международными инвестиционными проектами. Определены характерные свойства, взаимосвязи и функциональные отношения субъектов и объектов государственного управления в разрезе таких категорий как “проект”, “инвестиционный проект”, “портфель проектов”, “управление”, “государственное управление”, “механизм государственного управления”.

Указаны основные нормативно-правовые документы, регулирующие вопросы управления инвестиционным процессом во время реализации совместных с международными финансовыми организациями проектов. Раскрыто определение понятия “инвестиционный проект” относительно реализации проектов экономического и социального развития, финансируемых за счет привлеченных государством или под государственные гарантии займов или кредитов международных финансовых организаций.

Определены основные функции государственного управления инвестиционной деятельностью и формы поддержки, которая может предоставляться государством при реализации субъектами хозяйствования инвестиционных проектов.

Обоснована целесообразность применения портфельного подхода к управлению инвестиционными проектами не только на уровне предприятия или организации, но и на уровне государства, особенно при внедрении проектов, которые софинансируются за счет привлеченных под государственные гарантии кредитных средств международных финансовых организаций.

Отмечены базовые макроэкономические, микроэкономические и институциональные инструменты и методы воздействия государства на инвестиционную политику субъектов хозяйствования.

Предложено определение содержания механизма государственного управления совместными с международными финансовыми организациями инвестиционными проектами.

Ключевые слова: проект, инвестиционный проект, портфель проектов, управление, государственное управление, механизм государственного управления, международные финансовые организации.

Setting the problem. The modern phase of the Ukrainian economy development tends toward active attraction of credit funds from international financial organizations to renovate and upgrade infrastructure facilities.

As every investor is guided by relevant priorities when selecting projects, it is especially important today to have effective coordination of the investment process on both the investor level and the level of organization initiating the project and the state. Thus, market transformation of the economic component of public administration and broadening implementation sectors and scales of investment projects make it necessary to improve the project management mechanisms, in particular, by means of analyzing the core and special features of key elements of the mentioned mechanism.

Analysis of latest research and publications. A lot of researchers studied mechanisms of investment projects public administration, including I. Blank, M. Bublik, V. Verba, I. Herasymenko, A. Dehtiar, V. Zhukov, Y. Kovbasiuk, T. Mayorova, V. Molokanova, A. Peresada, V. Fedorenko, B. Shchukin et al. Yet the studies sometimes do not characterize the essence and peculiarities of key terminology elements of the mechanism of investment projects public administration, especially those being realized with the funds of international financial institutions.

The article is aimed at a comprehensive analysis of basic terminology elements of the public administration mechanism of investment projects that are being fulfilled with the funds of international financial institutions in terms of theoretical, organizational, methodical, and applied nature, definition of the process's content-related characteristics, and management functions.

Presentation of the main material. The issue of managing investment

projects held jointly with international financial institutions has been lately paid special attention supported by a number of regulatory documents including: Constitution of Ukraine, Laws of Ukraine "On international contracts of Ukraine", "On investment operations," "On foreign investment mode," "On foreign investments protection in Ukraine," decrees of the Cabinet of Ministers "On procedure of preparing, implementing, monitoring, and completing projects of economic and social development of Ukraine, which are supported by international financial institutions," "On forming the investment attraction and support office", joint order of the Ministries of Finance, Economy and Justice "On approving the project management units activities for Ukraine's economic and social development projects supported by international financial institutions", etc.

It is noteworthy that category and concept apparatus is an important element of scholarly knowledge. Categories of public administration of investment projects including joint ones with international financial institutions reflect characteristic features, natural connections, and functional relations of public administration subjects and objects. These categories comprise: project, investment project, project portfolio, management, public administration, and public administration mechanism.

The concept of "project" means "anything conceived or planned". Authors in various sources interpret the "project" category in different ways, e.g.:

- a process including a set of coordinated and controlled works with de-

defined commencement and completion dates, which are targeted at achieving the set goals, in compliance with certain requirements including limitations of time, expenses, and resources [1];

- actions resulting in new or improved products, services, processes, and organizational structures [2, p. 21];
- unique transitional efforts to be made to complete the planned tasks [3];
- a temporary enterprise that creates unique products, services, or results [4, p. 5];
- that which contains a conception (problem), means to fulfill it (all problem solutions), and results achieved in the course of fulfillment [5, p. 6];
- organizational form of investment process implementation [6, p. 5], etc.

As stated by V. Zhukov [7, p. 18], any project is an advanced development, and an investment project is a development related to investments.

The national rulemaking practice has at least two approaches to interpreting the “project” category. The first approach is based on defining the project as a document or a set of documents, which stipulate the purpose, means, completion period, and the contents of investment solutions. The second one comprises activities (complex of measures or set of investment solutions) and results (obtaining economic benefit or social effect). For further research of the project as a management object, we suppose it reasonable to choose the second approach to the “project” category definition.

The Law of Ukraine “On investment activities” interprets the investment project as a set of activities (organiza-

tional and legal, managerial, analytical, financial, and engineering and technical) defined on the basis of the national system values and tasks of the national economy innovative development and focused on developing certain fields and sectors of economy, productions, and regions, which are fulfilled by investment operators under the legislative provisions [8]. Therefore, from the viewpoint of systemic approach, the investment project can be deemed as a process of transition from the initial state to the final which results from a number of participating limitations and mechanisms.

Scholars A. Peresada [9, p. 100], I. Blank [10, p. 227], V. Fedorenko [11, p. 287] define the investment project as a document or set of documents, which contain the purpose, goals, key features, expected performance, implementation methods of the project, etc., which is basis for taking a decision to make investments aimed at obtaining a profit or social effect.

V. Verba and o. Zahorodnikh give a more detailed definition of the investment project as a package of investments and related activities characterized by: a certain purpose, solving a problem of producing the results; some external conditions (institutional, economic, legal, etc.); correlation of processes of investing resources (monetary, financial, intellectual) and achieving results [12, p. 14].

When implementing economic and social development projects financed with the loans or credits attracted or guaranteed by the state, which are provided by international financial institutions the term “investment project” is defined either as a project implemented

on conditions of financial self-recoupment, when the loan is paid off and serviced with the funds of a beneficiary or executive agent, or as a financially non-repayable project when the loan is paid off and serviced from the national or local budget or with the beneficiary's funds. The non-repayable project category includes, e.g. governmental body's institutional capacity building project, national and/or local infrastructure development project, project of social services and institutional capacity development of regional and district state administrations and local self-government bodies, etc. [13].

Noteworthy, investment activities operators (investors and stakeholders) can be citizens and legal entities of Ukraine or foreign countries, and also states [8].

I. Herasymenko names the following basic principles of investment processes public administration, which must ensure comprehensive regional development [14]:

- enhancing effectiveness of using budgetary investment resources on the basis of their competitive allocation, mixed public-private funding of priority investment projects, providing governmental guarantees on private investments, and toughening governmental supervision of the intended usage of the funds;
- creating conditions for improving corporate relations, upgrading the corporate management level to international standards;
- decreasing real interest rate to a degree that corresponds to effective investments in a real economy sector;
- forming organizational and legal prerequisites of diminishing invest-

ment risks to encourage domestic and foreign investments.

It should be noted that there are three main functions typical of public administration of investment activities: general, specific, and supplementary. General functions of the public administration comprise: informational, managerial, organizational, coordinating, supervisory functions, as well as forecast and planning ones. Analysis of the special functions of investment process public administration showed that they can be roughly divided in two groups: investment attraction functions and investment utilization functions [14].

Study of investment project administration problems belongs to the investment managements. Traditionally, a managerial decision is one of the key instruments of development and fulfillment of an effective management concept in an organization.

At the governmental level, realization of economic operators' investment projects is supported by providing governmental guarantees on the economic operator's borrowings to secure payment of their debts or by allocating state budget funds by means of co-financing, crediting, or credit interest reimbursement to economic operators for investment projects implementation, etc. [8].

To enhance management effectiveness and achieve strategic goals, the economic operator combines several projects in a project portfolio [15]. Investment portfolio formation is a midterm managerial process realized within the scope of strategic decisions out of the available financial capacities of an enterprise [16, p. 308]. V. Molo-

kanova believes that project portfolio administration is a continuous process of forming and evaluating a portfolio of strategic initiatives aimed at producing strong results and advantages in building up values of an organization [17]. A. Tovb defines project management system as a set of tools, methods, methodologies, resources, and procedure [18, p. 18].

In the author's opinion, it is reasonable to view the project portfolio formation not only at the level of an enterprise or organization, but also at the state level, especially for projects co-financed with sovereign credits received from international financial institutions. Having reached a conclusion that project management is an aggregate of organizational, methodical, technological, technical, program, and informational measures targeted at an utmost accomplishment of the project assignments and enhancement of project management processes effectiveness, we believe that applying a portfolio approach to managing investment projects implemented jointly with international financial institutions will facilitate more efficient management of a group of projects (planning, analyzing, revising the cost) and take decisions promptly considering strategic tasks, priorities, and capacities of the state.

For a clearer understanding of the above system of concepts, one should take into account a phenomenon of "management." Most scholars distinguish "management" as a complex and multifaceted concept that depends on the facility's specifics [19, p. 8]. A. Borysov [20, p. 760] defines management as a conscious targeted effect on the

part of the state or economic operators on people and economic entities to harmonize their actions and achieve the expected results. According to P. Drucker [21, p. 95], management is "using knowledge to find the most effective ways of using the information available with a purpose of obtaining the required results". M. Lapusta [22] and Yu. Kovbasiuk [23, p. 123] characterize the "management" term as a function of organized systems (biological, social, technical), which ensures that their structure is preserved, operation mode is maintained, programs and goals are fulfilled, and structural elements are steady and developing. Simultaneously, A. Dehtiar and M. Bublik [24, p. 379] suppose that the management subject and object are also complex systems of certain structural elements and justify presence of the so called management levels.

Taking in consideration the concept's features and peculiarities mentioned by various researchers, one can assume that the term "management" should cover operations of authorized bodies that are directly oriented on producing the result by completing concrete tasks with the help of managerial techniques, approaches, and functions.

The above necessitates explanation of the "public administration" definition.

V. Averyanov [25, p. 6] defines the "public administration" term as a special and independent type of the state's operation, which is carried out by a separate system of special governmental agencies — executive power bodies.

V. Bakumenko and V. Kniازهv [26, p. 150] characterize public administra-

tion as the state's (governmental authorities') operation aimed at creating conditions to fulfill the governmental functions to the fullest, ensure basic rights and freedoms of citizens, harmonization of interests within the society and between the state and society, and provide the societal development with relevant resources.

V. Malynovsky [27, p. 47] emphasizes that public administration is one of the state's activities consisting in exerting the managerial organizing influence by means of realizing managerial functions through the use of executive power authorizations.

Scholars V. Polikarpov and L. Veretelnik [28] understand public administration as a specific operation of the state, which is found in functioning of its bodies that continuously and routinely influence the societal system with a purpose of its perfection in accordance with the state's interests.

V. Pylypyshyn [29] states that "the essence of public administration consists in the functions whose fulfillment it is targeted at. These functions make up the contents of the operations public administration that pursues a certain goal, however, the planned result can only be achieved if the management tasks are set correctly and there is provision with material and human resources, legislative basis, and objective information.

Practical meaning of the "public administration" category is stipulated by explanation of the definition "public administration mechanism".

According to V. Bakumenko and V. Kniazev [26, p. 125], the public administration mechanism means practical measures, facilities, levers, motives,

with which the governmental authorities influence the society, production, any social system, in order to achieve the goals set. Researchers define the complex mechanism of public administration as a system of political, economic, social, organizational, and legal means of the governmental bodies' targeted influence.

Yet N. Nyzhnyk and O. Mashkov [30, p. 37, 49] are convinced that the public administration mechanism is a component of the management system that ensures influence of internal and external factors from which the result of a management object's activities depends. Thus, the management mechanism is determined as a category that includes management goals, object's elements and their links, actions directed at achieving the goals, influence methods, material and financial resources of management, and social and organizational capacities.

At the same time, the mechanism of investment projects public regulation is an aggregate of implements and methods of the state's impact on economic operators' investment policies. Governmental tools of investment policy can be conditionally divided in three groups: macroeconomic tools (they determine a general economic investment climate and affect the interest rate, economy growth rate, and foreign trade mode), microeconomic tools (they influence certain components of the investments or sector: tax rates, amortization rules, guarantees, preferential loans), and institutional ones (they enable to reach coordination between the investment programs of private investors and include governmental agencies, associations of

entrepreneurs, and information systems) [31].

On the grounds of analyzing the basic terminological elements, the author suggests that the contents of the public administration mechanism for investment projects held together with international financial institutions be interpreted as an elements of the public administration system with a determined structure, which performs management on the basis of corresponding legal, regulatory and information support and with the help of delegated authorities and tools of influence on operations of the investment project stakeholders, aiming to achieve the set goals and expected outputs of project implementation.

Conclusions and prospects of further research. On the basis of analyzing basic terminological elements of the public administration mechanism for international investment projects, the article determines characteristic features, natural ties, and functional relation of the public administration subjects and objects in terms of such definitions as “project,” “investment project,” “project portfolio,” “management,” “public administration,” “public administration mechanism.”

Study of these categories allowed to draw a conclusion that the concept “public administration mechanism for investment projects held together with international financial institutions” can be interpreted as an element of the public administration system with a determined structure, which performs management on the basis of corresponding legal, regulatory and information support and with the help of delegated authorities and tools of

influence on operations of the investment project stakeholders, aiming to achieve the set goals and expected outputs of project implementation

Market transformation of the economic component of the public administration and broadening the implementation fields and scales of investment projects necessitate improvement of project management mechanisms, especially those realized with the funds of international financial institutions. Therefore, relevant directions for further research are comprehensive analysis of the state of development investment projects being implemented with the support of international financial institutions and mechanism of interaction between governmental authorities and international financial institutions in the course of investment process.

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PECULARITIES OF INNOVATION LEADERSHIP DEVELOPMENT IN PUBLIC MANAGEMENT

Annotation: The article describes the idea of innovation leadership in public administration and widens understanding of the role of innovative leaders in strategic public management in modern Ukraine, as well as identifies the profile of an innovative leader in public management and the factors which may help public institutions in identifying key directions in development of innovative leaders at the state level.

In the modern world leadership is being transformed. Modern leader doesn't offer ready-made solutions but lets his team work them out, his power is not in seal but in open recognition his team members' work, in respect and achievements. New leadership is based on understanding of own mission, realizing personal strengths and developing an effective team. Key difference of an innovative leader – ability to see the future, inspire and lead the team, create and implement innovations in cities, regions, country. Necessity to move to innovation leadership model and strategic planning in public management in improving mechanisms of public management is also supported by statistics, which you can find in the article.

Goals, tasks and functions of the state, strategies of innovation leadership development are becoming the factors that influence formation and functioning

of public management mechanisms. There are examples of countries-leaders as for the right thinking concerning peculiarities of public management system development based on innovation leadership as a constituent of improving public management system in Ukraine. To prove theoretic methodological approaches of transition to model of innovative leadership in public management it is necessary to describe a frame of innovation leadership in public management. And using this frame as a basis of the model it is possible to create a system of innovative leaders in public management development who will be able to make necessary steps in further development of the country.

Keywords: innovation leadership, public management, leadership development, transformation leadership.

ОСОБЛИВОСТІ РОЗВИТКУ ІННОВАЦІЙНОГО ЛІДЕРСТВА В СИСТЕМІ ДЕРЖАВНОГО УПРАВЛІННЯ

Анотація. Розкрито поняття інноваційного лідерства в державному управлінні та розширено розуміння того, яку роль мають відігравати інноваційні лідери у стратегічному управлінні державою в сучасній Україні, а також розглядаються профіль інноваційного лідера в державному управлінні та ті фактори, які допоможуть державним інституціям у визначенні ключових напрямів розвитку інноваційних лідерів на державному рівні.

Лідерство в сучасному світі трансформується. Сучасний лідер не дає готових рішень, але дає змогу своїй команді розробити їх, його сила — не в повноваженнях, а на відвертому визнанні роботи членів команди, поваги та досягненнях. Нове лідерство базується на розумінні власної місії, усвідомленням власних сильних сторін та розвитку ефективної команди. Ключова відмінність інноваційного лідера — здатність дивитись у майбутнє, надихати та вести за собою команду, створювати та втілювати інновації в містах, регіонах та державі. Необхідність переходу до моделі інноваційного лідерства в державному управлінні та застосуванні стратегічного планування в удосконаленні механізмів державного управління підтверджує і наведена статистика.

Цілі, завдання, функції держави, стратегії щодо розвитку інноваційного лідерства стають факторами впливу на формування та функціонування механізмів державного управління. Свідченням є приклади країн-лідерів щодо правильності осмислення особливостей розвитку системи державного управління на засадах інноваційного лідерства як складової для вдосконалення системи державного управління в Україні. Обґрунтовуючи теоретико-методичний підхід переходу до моделі інноваційного лідерства в державному управлінні, необхідно визначити межу інноваційного лідерства в державному управлінні, що сприятиме створенню системи розвитку інноваційних лідерів в державному управлінні, які зможуть вдало робити необхідні подальші кроки для розвитку країни.

Ключові слова: інноваційне лідерство, державне управління, розвиток лідерів, трансформаційне лідерство.

ОСОБЕННОСТИ РАЗВИТИЯ ИННОВАЦИОННОГО ЛИДЕРСТВА В СИСТЕМЕ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. Раскрывается понятие инновационного лидерства в государственном управлении и расширяется понимание того, какую роль должны играть инновационные лидеры в стратегическом управлении государством в современной Украине, а также рассматриваются профиль инновационного лидера в государственном управлении и те факторы, которые помогут государственным институтам в определении ключевых направлений развития инновационных лидеров на государственном уровне.

Лидерство в современном мире трансформируется. Современный лидер не дает готовых решений, но дает возможность своей команде разработать их, его сила — не в полномочиях, а в открытом признании работы членов команды, уважении и достижениях. Новое лидерство базируется на знании собственной миссии, понимании собственных сильных сторон и развитии эффективной команды. Ключевое отличие инновационного лидера — способность смотреть в будущее, вдохновлять и вести за собой команду, создавать и внедрять инновации в городах, регионах, стране. Необходимость перехода к модели инновационного лидерства в государственном управлении и использовании стратегического планирования в совершенствовании механизмов государственного управления подтверждает и приведенная статистика.

Цели, задачи, функции государства, стратегии касательно развития инновационного лидерства становятся факторами влияния на формирование и функционирование механизмов государственного управления. Свидетельством этого есть примеры стран-лидеров касательно правильности осмысления особенностей развития системы государственного управления на основе инновационного лидерства как составляющей для совершенствования системы государственного управления в Украине. Обосновывая теоретико-методические подходы перехода к модели инновационного лидерства в государственном управлении, необходимо обозначить рамку инновационного лидерства в государственном управлении, что будет способствовать созданию системы развития инновационных лидеров в государственном управлении, которые смогут удачно сделать необходимые дальнейшие шаги для развития страны.

Ключевые слова: инновационное лидерство, государственное управление, развитие лидеров, трансформационное лидерство.

Problem statement. The relevance of the topic is determined by several factors. First, there is a lack of knowledge of the topic of leadership in public administration, and even more of the role of the leader in ensuring the effective func-

tioning of public authorities. Secondly, the development of market mechanisms and post-industrial economy requires modern commercial and government organizations to adapt quickly to the changing turbulent environment. One

of the most necessary elements of success in the effective operation of organizations is the presence and education of leaders who will be able not only to see the need for changes in the existing system, but also to create conditions for their implementation. Thus, understanding the role of innovative leaders in the strategic management of the state in modern Ukraine will help state institutions in determining the key areas of development of leaders within the organization.

Goals, objectives, functions of the state, strategies for the development of innovative leadership also become factors of influence on the formation and functioning of public administration mechanisms. This is confirmed by the examples of the leading countries regarding the correct understanding of the features of the development of public administration on the basis of innovative leadership as a component for improving the system of public administration in Ukraine.

Changing the historical inertia in which the country has moved so far is too difficult. That is why there should be a formation of people who are able to ensure the continuity of the vision of the future of Ukraine and to overcome obstacles the most difficult of which is the culture of governance. The world is now becoming even more complex under the influence of technology, geopolitics and other factors that require Ukraine not just to move forward, but to apply extra efforts. Therefore, the country urgently needs innovative leaders who are able to change the space in which they are located. And this leads to a rethinking of the state as such: what is its role in people's lives?

What should our country be like? Who are we as Ukrainians in the global context and what do we create for the world?

The solution of the goals and objectives set in the study is of great scientific, applied and social importance. In the strategic context it is the institutional support of innovative development of leadership at the state level; and as a tactical task it is the formation of an appropriate system at the level of personality, in which the elements of the system are charismatic leaders (but it is innovative, in which transformational abilities). Such leaders understand not only "how the system is built", but also what tool needs to be applied to adjust this or that process, how, changed something one can affect everything else. After all, innovative leadership answers these questions.

Analysis of recent research and publications. Significant scientific and practical interest is raised by the issues of determining the goals, objectives, functions of the state and strategies for the development of innovative leadership as factors of influence on the formation and functioning of public administration mechanisms, but many of their theoretical, methodological and practical aspects remain insufficiently developed and debated. The lack of an integrated approach to these scientific issues actualizes their importance for the socio-economic development of Ukraine.

In determining the author of this article the prospects of forming a strategy for the development of innovative leadership the scientific works on the definition of the leadership hierarchy of the following leading foreign

scientists are important: U. Blank, D. Collins, K. Levin, A. Fayol, G. Ford, G. Strogdill, etc. The scientific works of such local scientists as V. Alekseev, N. Honcharuk, P. Zhuravliov, V. Olui-ko, T. Pashko, T. Podlesnaya, I. Surai and others are devoted to the problems of leadership development in the public service of Ukraine. The analysis of literary sources on the substantiation of the theory of leadership allows us to come to the conclusion that the theoretical and applied aspects of the formation and functioning of public administration mechanisms aimed at initiating positive changes in the activities of public authorities through a change in the perception of the concept of leadership and its implementation are laid in the scientific works of Yu. V. Kovbasiuk, M. I. Piren, A. P. Rachynskiyi.

The purpose of the article is to substantiate the theoretical and methodological approaches to the transition to the model of innovative leadership in public administration and the need for strategic planning in improving public administration mechanisms in the context of a comprehensive reform of the relevant system.

Presentation of the main material. The phenomenon of leadership in the general context was considered through the following theories:

1. Personal qualities of the leader (Cowses and Poser; Warren Bennis and; O'Toole).

2. Behavioral theory (D. McGregor; K. Levin; R. Likert, R. Tannenbaum and. Schmidt; R. Blake and D. Mouton; of D. Goleman, D. Hand and. Torbert).

3. Situational theories (F. Fiedler; P. Hersey and C. Blanchard; C. Cameron and R. Quinn and others).

Technological innovations, market changes, blurring of borders, globalization of the economy contribute to the emergence of a new type of leaders. Leadership in the modern world is transforming. The modern leader is no longer a dictator, but an inspirer, who does not give ready – made solutions, but allows his team to develop them, his strength is not in the powers, but in the frank recognition of the work of team members, respect and achievements. The new leadership is based on understanding of your own mission, understanding your own strengths and developing an effective team. The key difference of an innovative leader is the ability to look to the future, inspire and lead the team, create and implement innovations in cities, regions and the state.

Innovative leadership means:

- transformational innovation leadership [1];
- leadership in situations of change [1];
- team leadership [1];
- use of mentoring for the development of followers [1].

Innovative leaders do not go the familiar way, and pave the new, most often – experimentally in a completely unfamiliar environment.

Since 2014, successful business representatives in Ukraine – recognized leaders-have – started to work in key positions in ministries and state enterprises. Representatives from different sectors of the economy (both financial and non-financial) who have significant achievements are invited to the public service (they are invited, but do not try at any cost to get a position). Open competitions were introduced for this purpose. Thanks to them, several dozen

business leaders found themselves in government positions. Four years later, some of them resigned, some adapted to the existing system and were unable to demonstrate sufficient efficiency. Among the most resonant events it is possible to allocate Natalia Yaresko's appointment to a position of the Minister of Finance and Aivaras Abromavichus – to the position of the Minister of Economy. According to estimates of VoxUkraine, the Cabinet of Arseniy Yatsenyuk for 40% consisted of business representatives. But there are several of them, such as Maksym Ne-fiodov (Deputy Minister of Economic Development and Trade of Ukraine), Ihor Korhovi (Director General of the Directorate of strategic planning and European integration of the Ministry of regional development, construction and housing), Yulia Zaichenko (Director General of the Directorate of strategic planning and European integration of the Ministry of justice of Ukraine), Anna Novosad (Director General of the Directorate of strategic planning and European integration of the Ministry of education and science of Ukraine), etc., who still remain in the system of public administration, trying, as far as possible, to accelerate changes. It would seem that these people, who had all the characteristics of innovative leaders in business, should be successful in a broader context. But experience has shown that such movement is not always successful. Of course, it is important to take into account that Ukraine has its own unique circumstances (the loss of part of the territories, the ongoing external military aggression against the country and the constant risk of its escalation),

which place a heavy burden on the economy and cannot be ignored by the country's leadership in making decisions aimed at improving the welfare of citizens. But, even taking into account these circumstances, it is clear that the skills that make a person successful in public administration and in business are different. Moreover, sometimes they are incredibly different. If in business decision-making it is impossible to rely on a coordinated strategy, detailed market analysis, self-selected team, or postpone the decision, if the risks are large, then in public administration there is often no single coordinated position, there is not enough data and time to make a decision, therefore, another approach is necessary for the development of innovative leaders.

The need to move to the model of innovative leadership in public administration and the use of strategic planning in improving the mechanisms of public administration is confirmed by statistics.

Thus, in the context of the reform of the civil service and optimization and actual recertification of the corps of civil servants in spite of the announced 62.5 thousand tenders for vacant positions, 14 % (or 8890 positions) were not replaced with a relatively sufficient competitive selection – 1.67 people/position. The worst situation was observed with the replacement of senior positions in category "A". The search for anti-crisis managers and experts or reform specialists was complicated.

In 2018, an audit of the effectiveness of the use of state budget funds for the implementation of comprehensive public administration reform was also conducted, which was conducted in 10

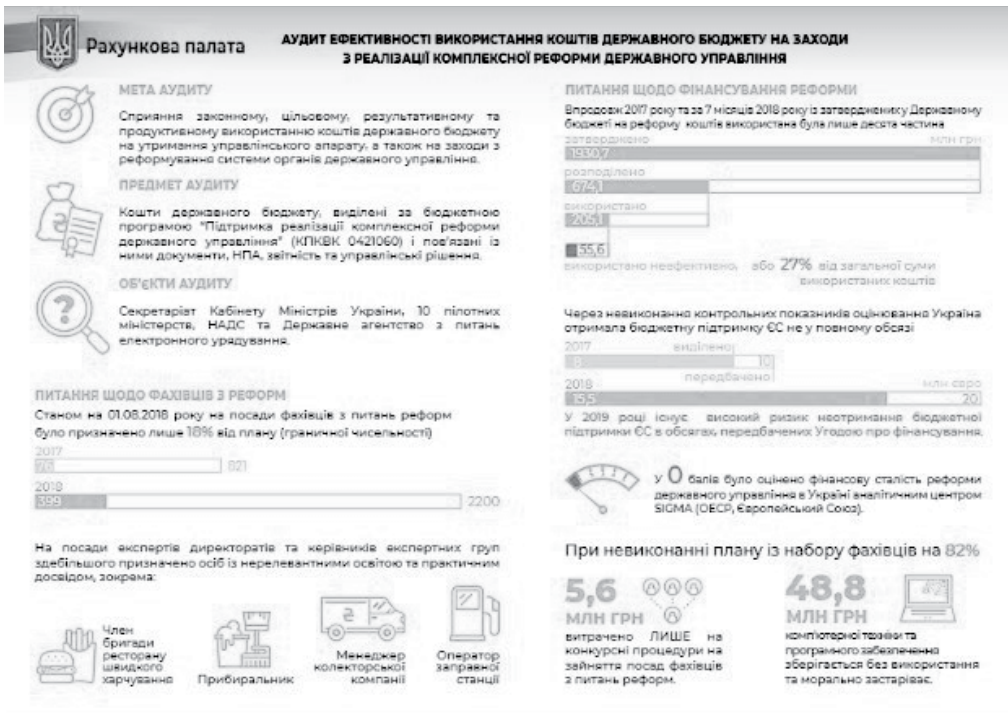


Fig. 1. Audit of the effectiveness of the use of state budget funds for the implementation of comprehensive public administration reform (Source: https://lb.ua/news/2018/10/24/410758_reforma_gosupra- vleniya_pod_ugrozoy.htm)

ministries, two national agencies and the Secretariat of the Cabinet of Ministers.

The Report noted that in 2017–2018 it was planned to spend almost 2 billion UAH from the state budget and 300 million UAH on the reform of public administration. at the expense of EU budget support. “So, from 2200 people, who, according to the strategy of reforming of public administration of Ukraine for 2016–2020 approved by the Cabinet of Ministers should be hired to carry out reforms through ministries and National agencies in the relevant industries and areas, at the date of completion of the audit only 399 people, or 18 % of the planned figure were employed... Reform

without highly qualified personnel and proper funding is doomed to failure, especially with such a low level of implementation of measures” [2] the preservation of the existing problem will strengthen the irrational management in this area and the lack of professional management personnel for reforms in the state and development of Ukraine.

The basic requirements for the personality of a leader in the public service are grouped into three blocks of personal qualities:

1. Functional and role characteristics of the leader (aimed at the successful performance of duties): competence, the ability to see the future

in the work, to take responsibility for decision-making, organizational skills, the desire to achieve success.

2. Communicative and business qualities: ability to work with people, companionship, flexibility in relations with colleagues.

3. Moral and ethical qualities: decency, commitment, diligence, honesty, integrity, diligence, responsibility, law-abiding.

All this is necessary but not sufficient to create innovative leaders. In substantiation of theoretical and methodological approaches to the transition to the model of innovative leadership in public administration, it is necessary to determine the framework of innovative leadership in public administration.

The innovative leader's profile consists of the fact that he:

- shapes the future and answers the strategic question—where are we going;
- explains to others the direction and strategies related to the overall goals and policies of the government;
- calculates which state institutions or structures should be successful;
- pragmatically checks ideas for existing resources (budget, human resources, other opportunities);
- creates innovation;
- inspires others to move from the present to the future.

Systemic, innovative leader, first of all:

- implements theory into practice (How do we make sure we get where we're going?);
- puts the strategy into action and puts the system in its place, showing an example to others;
- knows what key decisions to make and to whom to delegate;

- promotes effective teamwork;
- adheres to its promises to stakeholders

Secondly, an innovative leader:

- attracts today's talents (Who goes with us on this journey?);
- attracts, supports and inspires talents to show results;
- determines what skills are needed;
- attracts talent to organize and communicate intensively with others;
- makes sure that team members work according to their strengths.

Thirdly, an innovative leader:

- builds the next generation (Who will remain and support the public service in the next generation?);
- makes sure that the public sector has the long-term competencies necessary for future strategic success;
- establishes rules that demonstrate compliance with the promise to build the next generation of talent in the public sector;
- helps future leaders be successful;
- develops a work plan focused on future talents;
- helps team members see their future careers in the public sector.

Thus, an innovative leader:

- invests in himself — personal effectiveness;
- is not limited to what he knows or what he does.

The development of the model of innovative leadership in public administration in Ukraine is based on the world's leading experience. Thus, according to the report "Global innovation index" dated 2018, prepared together by Cornell University, INSEAD school of business and the world intellectual property organization (WIPO), the ranking of leading innovators is

as follows: Switzerland (1st in 2017); Netherlands (3rd); Sweden (2nd); UK (5th); Singapore (7th); United States of America (4th); Finland (8th); Denmark (6th); Germany (9th); Ireland (10th); Israel (17th); Republic of Korea (11th); Japan (14th); Hong Kong (China) (16th); Luxembourg (12th); France (15th); China (22nd); Canada (19th); Norway (19th); Australia (23rd); Austria (20th); New Zealand (21st); Iceland (13th); Estonia (25th); Belgium [3].

In foreign practice, it is the social responsibility of bodies and heads of administrative bodies that is the priority of their activities. Thus, a review of administrative reform cases in Canada, Australia and the UK, prepared by researchers from Northampton University, shows that the key features of the heads of state organizations are: openness and honesty, respect for the individual, self-esteem, the desire and ability to speak and listen to the interlocutor, a clear understanding of the consequences of decisions. The authors of the study emphasize that these qualities are a kind of ideal that can be achieved with a sufficiently high level of development of society, the readiness of state organizations to set strategic objectives for the long term, and not be limited to tactical decisions for the future of the next electoral cycle [4].

An ideal example of the role of ethical and moral qualities of a leader focused on the social responsibility of leaders in public organizations is the example of Denmark.

In 2010, Hansen and Villadsen, in their work on the management styles of managers in public and private companies, according to a survey of about 950 Danish managers, came to the con-

clusion that the theory of leadership in public administration has not received due attention in the study of management theory. One of the important conclusions that Hansen and Villadsen came to is that due to the different management context and management models in public and private organizations the level of hierarchy, horizontal and vertical relationships – leadership styles differ. For example, in Danish public organizations, leaders are more often involved in decision-making and share responsibility with colleagues (participatory leadership), and in the private sector they prefer a directive style of leadership, often simply lowering the decisions taken from above [5].

The practical experience of Denmark, Canada, Australia and the United Kingdom clearly demonstrates another significant difference between governance in the public and commercial sectors, namely, social responsibility to citizens and responsibility for the consequences of decisions to them. This practice is characteristic of developed democratic systems, where one of the main factors of the success of public administration is the level of public confidence in the government [6].

The example of administration in Denmark is the exception rather than the rule. A detailed study conducted among USA Federal employees using the Bass and Avol questionnaire showed that managers in government organizations are more likely to have transactional leadership features, while leadership qualities associated with transformational leadership are much less common. However, these are transformational leadership qualities that have the greatest impact on subordi-

nates and allow to achieve the greatest results in the process of work [7].

Conclusions and prospects for further research. Leaders are those who learn: from success, from defeat, from people, from life. Innovative leaders inspire loyalty and commitment. They act with integrity and trust.

Ukraine is building a democratic society. Thus, our model of governance should be based on the demand of citizens: to fight corruption, how to develop the sphere of education or how to develop the sphere of public procurement. Unfortunately, it is impossible to adopt a Western or Eastern model. We need our own way, a combination of successful practices of different countries. And we need innovative leaders of the state scale who are able to combine these best practices and implement them. But leaders are not born. We can and should create a system of development of innovative leaders in public administration, who will be able to successfully make the necessary further steps for the development of the country.

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