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# PUBLIC MANAGEMENT ПУБЛІЧНЕ УРЯДУВАННЯ

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Professor, Honored Lawyer of Ukraine**

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Happiness to you, prosperity, best prospects for each day!

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

**E. O. Romanenko**



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## CURRENT PROBLEMS OF STATE REGULATION OF INVESTMENT PROCESSES IN THE FIELD OF SOCIAL HOUSING IN EUROPEAN COUNTRIES

**Annotation.** Investing in social housing is an important part of the socio-economic recovery plan in several European countries immediately after the recent global financial crisis, which consequences have felt many countries. It has hit virtually all sectors of our country's economy. Mainly the construction industry felt such a negative effect that once again necessitated the study of issues of state regulation of the socio-economic sphere.

In examining this issue in terms of economic and social growth and development, it is important to note the following major categories in the process of shaping and implementing effective social-oriented housing policies, such as objective and subjective housing affordability.

Objective affordability can be determined primarily by financial and economic indicators. For example, the number of years, the time it takes for different

categories of citizens, with different incomes, to acquire their own living space. Increased objective affordability implies stimulating economic activity in the construction business, production of building materials, as well as regulating land relations, increasing the effectiveness of government interaction in the field of credit and tax policy.

Concerning the subjective affordability of housing, this is a more complex phenomenon. It is closely related to fundamental ideas about the quality of housing and the relationship between public authorities and individuals in the process of providing living conditions that meet the standards of a particular historical period and specific locality. At the same time, based on the experience of the European Union countries, we can say that they are able to provide both objective and subjective housing affordability through appropriate state measures. Therefore, research and analysis of experience in these countries do not lose their relevance.

**Keywords:** state regulation of investment processes, social housing construction, investment policy in construction, investment activity.

## **СУЧАСНІ ПРОБЛЕМИ ДЕРЖАВНОГО РЕГУЛЮВАННЯ ІНВЕСТИЦІЙНИМИ ПРОЦЕСАМИ У СФЕРІ БУДІВНИЦТВА СОЦІАЛЬНОГО ЖИТЛА У ЄВРОПЕЙСЬКИХ КРАЇНАХ**

**Анотація.** Інвестування у соціальне житло є важливою частиною плану соціально-економічного відновлення в ряді країн Європи безпосередньо після останньої глобальної фінансової кризи, наслідки якої відчули на собі багато країн. Вона вдарила практично по всіх галузях економіки нашої держави. Головним чином відчула такий негативний вплив будівельна галузь, що вкотре зумовило необхідність дослідження питань державного регулювання соціально-економічної сфери.

При вивченні цього питання, з погляду на забезпечення економічного та соціального зростання й розвитку, слід відзначити такі головні категорії в процесах формування й реалізації ефективної житлової політики соціально-орієнтованого спрямування, як об'єктивна та суб'єктивна доступність житла.

Об'єктивну доступність можна визначити насамперед за допомогою фінансово-економічних показників. Наприклад, кількість років, час, який потрібен для того, щоб різні категорії громадян, маючи різні прибутки, змогли придбати власну житлову площу. Підвищення об'єктивної доступності передбачає стимулювання економічної активності в галузі будівельного бізнесу, виробництві будматеріалів, а також врегулювання земельних відносин, зростання ефективності взаємодії держави у галузі кредитної та податкової політики.

Суб'єктивна доступність житла значно складніше явище. Воно тісно пов'язане з фундаментальними уявленнями щодо якісних параметрів житла та взаємин публічної влади й індивідуумів у процесах забезпечення умов проживання, що відповідають стандартам конкретного історичного

періоду і конкретної локальності. Водночас, судячи з досвіду країн Європейського Союзу, можемо зазначити, що їм вдається, використовуючи відповідні державні заходи, забезпечувати як об'єктивну, так і суб'єктивну доступність житла. Тому дослідження та аналіз досвіду в цих країнах не втрачає своєї актуальності.

**Ключові слова:** державне регулювання інвестиційними процесами, будівництво соціального житла, інвестиційна політика у будівництві, інвестиційна діяльність.

## **СОВРЕМЕННЫЕ ПРОБЛЕМЫ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ИНВЕСТИЦИОННЫХ ПРОЦЕССОВ В СФЕРЕ СТРОИТЕЛЬСТВА СОЦИАЛЬНОГО ЖИЛЬЯ В ЕВРОПЕЙСКИХ СТРАНАХ**

**Аннотация.** Инвестирование в социальное жилье является важной частью плана социально-экономического восстановления в ряде стран Европы непосредственно после последнего глобального финансового кризиса, последствия которого ощутили на себе многие страны. Он ударил практически по всем отраслям экономики государства. Главным образом почувствовала такое негативное влияние строительная отрасль, что в который раз обусловило необходимость исследования вопросов государственного регулирования социально-экономической сферы.

При изучении данного вопроса с точки зрения обеспечения экономического и социального роста и развития, следует отметить такие основные категории в процессах формирования и реализации эффективной жилищной политики социально-ориентированного направления, как объективная и субъективная доступность жилья.

Объективную доступность можно определить, прежде всего, с помощью финансово-экономических показателей. Например, количество лет, время, которое требуется для того, чтобы различные категории граждан, имея разные доходы, смогли приобрести собственную жилплощадь. Повышение объективной доступности предусматривает стимулирование экономической активности в области строительного бизнеса, производства стройматериалов, а также урегулирования земельных отношений, роста эффективности взаимодействия государства в области кредитной и налоговой политики.

Что касается субъективной доступности жилья, то это сложное явление. Оно тесно связано с фундаментальными представлениями о качественных параметрах жилья и взаимоотношениях публичной власти и индивидуумов в процессах обеспечения условий проживания, отвечающих стандартам конкретного исторического периода и конкретной местности. Вместе с тем, судя по опыту стран Европейского Союза, можем отметить, что им удастся, используя соответствующие государственные мероприятия, обеспечивать как объективную, так и субъективную доступности жилья. Поэтому исследование и анализ опыта в этих странах не теряет своей актуальности.

**Ключевые слова:** государственное регулирование инвестиционными процессами, строительство социального жилья, инвестиционная политика в строительстве, инвестиционная деятельность.

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**Problem statement.** At the beginning of the 20<sup>th</sup> century, the housing problem was extremely acute in many European countries, where the state paid attention early enough to the social problems of the poor. However, in the late 1920s – early 1930s, cheap labor and cheap materials made it possible to significantly reduce the cost of housing in European cities. Emerging organizations – construction unions, public and non-profit housing agencies – actively used the opportunities that emerged. As a result, there has been a dramatic and rapid improvement in the living conditions of the general population. The analysis of the processes of this period shows that one of the most active driving forces of this development was the housing market, which, however, did not exclude the stimulating and regulatory role of the state.

Many developed countries of the world have undergone processes of stabilization, reform and development of housing. For example, housing policies were implemented in the states, which aimed to overcome the difficult situation in which they found themselves. Their governments, using the chosen policy direction, tried to secure state support for the construction companies and, at the same time, encouraged the private sector to be as involved in building services as possible, resulting in the emergence and formation of a competitive environment.

**Analysis of recent publications on research issues.** Topical issues of public administration, such as housing policy, have attracted a lot of attention from public administration experts, in particular, D. Isaienko, O. Kovalevska, O. Nepomniashchyi, N. Oliinyk, V. Omelchuk, O. Tymofeieva, D. Kharchko, and others.

**Purpose of the article.** The purpose of the article is to consider the problem of state regulation of the housing market in European countries as an important component of national socio-economic policy.

**Presenting the main material of research.** The priority of housing policy in Europe, as the main focus of social policy in modern cities, is explained by the fact that it determines to a large extent the quality of life in the territory of not only individual cities but also metropolises. Of course, the role of local governments should be decisive in the formulation and implementation of housing policies. At the same time, because of the extremely high costs of housing construction and operation, their capacity is very limited here. For these reasons, the state is shaping housing policy, mainly at the national level. The regional level is responsible for the implementation process, which requires here additional funding.

Today, comparing the situation in different countries of the European Union, we can note its non-identity. Of course, the housing policy of the high-

ly developed countries of the European Union is characterized by common problematic features. One of them is a significant and overwhelming amount of private housing that owners use for themselves and for renting.

Municipalities also have quite broad authority in the housing sector. In the area of social housing, these are the municipalities that adapt the regional housing policy, which has its specificity. They provide social housing, the distribution of local housing subsidies and the management of their own housing stock. Everything about management is consistent with existing housing management companies.

Management companies in the field of social housing are responsible for administering it. It is funded by public and consolidated funds, and also subsidized loans are attracted. The number of such management companies in Italy is about 115. Most of them share the administrative and operational management of the social housing fund among municipalities and management companies. In such processes, municipalities have complete freedom to organize their housing sphere.

The form of providing social rental housing is a problem for Ukraine as well. The purpose of its provision is to increase the availability of housing to different segments of the population, which is not able to purchase personal housing on their own. Forms of social rental housing have gained special development. So, they are used by countries in Western Europe, in particular social-oriented Scandinavian countries, as well as Austria, the Netherlands, France. This allows providing housing for all segments of society,

which has a positive impact on its territorial mobility and helps to provide the labor market with the necessary resources.

In line with the tendencies aimed at reducing the allocation of social housing funds and refocusing on the development of national branches of residential real estate construction, attracting funds from the population, we can outline such current trends in public housing policies of European countries [1]:

- social housing built at the expense of the state should be provided to disadvantaged segments of society exclusively for rent, without the possibility of obtaining it for ownership;
- securing other categories of the population should be done by creating conditions for their independent participation in the process of construction of the residential real estate.

Conducting studies on the realization by foreign citizens of housing rights and solving existing problems of investing in social housing, it is possible to distinguish the basic goals of the housing policy of individual states, which they achieve through the comprehensive application of several governmental mechanisms. So, in Germany, there are three main approaches to solving the problem of investing in social housing [2]:

- a federal regulation approach that takes into account the concept of rental housing in a narrow sense. There are severe restrictions on rent and upper-income limits;
- an approach that exists only in some cities and is reflected in improving the quality of social housing. The apartments are of better quality, and

for applicants is used a softer approach. In some cases, the rent is higher and is set for a short term;

- housing for private owners. Citizens can receive similar subsidies not for rent, but for the housing purchase.

In general, the problem of state regulation of the housing market has recently become an important component of national socio-economic policy in many countries. In recent years, many European countries and international organizations have been discussing the impact of globalization on the housing market. Such discussions arise as a result of new international conflicts, labor migration, and other out-of-country processes that exacerbate housing problems [3]. It can be argued that open borders with the European Union also have consequences in the form of acute housing problems arising from large flows of migrant citizens. Their solution requires the further development of protective and legislative mechanisms that are also a priority for such international organizations as the Habitat International Coalition, UNESCO (eg MOST program), the European Committee for Social Housing (Comité Européen de Coordination de l'Habitat Social CECODHAS'), European Network for Housing Research (ENHR).

With today's globalization of housing policy, competition between cities and countries in the world market is intensifying, leading to a comparison of international experience, analysis of the implementation of housing policy, and borrowing from international experience and the use of successful strategies. Besides, international organizations are putting pressure on

governments to promote housing policies that should protect civil rights against forced evictions and preserve the environment, which would increase the budget deficit. Thus, there is a so-called intervention in the resolution of issues, the exclusive prerogative of which previously belonged to national governments [4]. Such actions result in housing policies and market structures of developed countries becoming more and more similar regardless of their political and institutional regime. Even with the diversity of approaches to housing policy in EU countries, they have common features. Such is the presence of large arrays of private housing, which are used by the owners themselves, both for personal use and for renting.

Analyzing the experience of other countries in building effective models of state regulation of the housing market, it should be noted that it is extremely important for Ukraine to choose today its own model of the housing market and the interaction of state and market regulators of relations in the housing sphere [5].

In recent years, there have been attempts at large-scale state reforms in housing and communal services. They are based on the introduction of European approaches to public administration organization, the formation of common values and the provision of decent living conditions for citizens, which are mainly provided through the provision of life support services. However, constraints, including underfunding of government programs, lack of information campaign on reform (both state and local government), lack of understanding and awareness



of the rights and responsibilities of co-owners of apartment buildings, lack of a complete market for maintenance services the housing stock has hurt the expected results. Thus, to solve the existing problems, first of all, there is a need to create a legal framework and an organizational system for introducing competition in the market for social housing management services and ensuring professional management of them.

**Conclusion and prospects for further research.** Analyzing the research of public administration experts, we can conclude that over the last decades in the European Union, the functions and values of management in the field of housing policy have gone from a simple deficit administration to a highly developed management structure. That contributes significantly to ensuring normal living conditions for the population of these countries, to support the balanced development of different territories, the stabilization of numerous structural centers. Of course, such experience is interesting and important for Ukraine. But it is also clear that its implementation requires appropriate prerequisites, the definition of which should be a further direction of research.

Taking into account the existing problems in the development of housing construction processes in the EU countries, which have been studied by experts, as well as their effective solution, the application in Ukraine contributes to the economic growth of the housing construction industry and the country as a whole. In our opinion, they will help to reduce inflation, reduce the state budget deficit, stabilize

monetary turnover, and strengthen the national currency. At the same time, if there is instability, high political and economic risks, first of all, inflationary ones, the use of market mechanisms will not always be able to sufficiently solve the tasks. However, for the most part, they will help attract the long-term investment that is so needed to develop the affordable and social housing market. In this regard, states need above all a systematic policy that complements, adjusts and regulates housing construction.

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## ELECTRONIC VOTING: PROSPECTS FOR UKRAINE

**Abstracts.** The article states that the issues of unification and digital transformation of electoral processes have recently become widely discussed in Ukraine. The author notes that the main goal of the ideologues of e-voting is to simplify election procedures, debureaucratize election processes, make it easier for voters to vote, speed up the counting process, minimize the possibility of influencing the counting of votes and establishing voting results. The article examines the main types of procedures and types of electronic voting. The author also emphasizes the importance of complying with Recommendation CM / Rec (2017) 5 of the Committee of Ministers of the Council of Europe to member states on electronic voting standards (adopted by the Committee of Ministers on 14 June 2017). Examining the history of the introduction of e-voting in the world practice and determining the reasons for abandoning such practices in some countries, the author analyzed and summarized the positive and negative aspects of the introduction

of e-voting for certain aspects of the electoral process. The author notes that the system of “electronic elections” is known in world practice, but the question of its application is quite controversial given the distrust of the system itself; the impossibility of ensuring the secrecy of the vote, provided that the voter is identified during, for example, online voting; impossibility of independent observation and verification of data when counting votes. According to the author, the introduction of electronic voting is a matter of separate careful study given the different history of both success and failure of the failed application of the electronic voting system in world practice.

**Keywords:** elections, electronic voting, remote voting, early voting, impersonal voting.

## **ЕЛЕКТРОННЕ ГОЛОСУВАННЯ: ПЕРСПЕКТИВИ ДЛЯ УКРАЇНИ**

**Анотація.** Визначено, що питання уніфікації та цифрової трансформації виборчих процесів останнім часом набувають в Україні широкої дискусії. Основною метою, яку ідеологи впровадження електронного голосування ставлять перед собою, є спрощення виборчих процедур, дебіюкратизація виборчих процесів, доступність для виборців до системи голосування, пришвидшення процесу підрахунку голосів, мінімізація можливості впливу на підрахунок голосів виборців та встановлення результатів голосування. Досліджено основні види процедур та типи електронного голосування. Також наголошується на важливості дотримання Рекомендацій CM/Rec (2017)5 Комітету Міністрів Ради Європи державам-членам щодо стандартів електронного голосування (прийнято Комітетом Міністрів 14 червня 2017 року). Досліджуючи історію впровадження у світовій практиці електронного голосування та визначаючи причини відмови від такої практики в окремих країнах, проаналізовано та узагальнено позитивні й негативні аспекти впровадження електронного голосування для окремих процедур виборчого процесу. Зауважено, що система “електронних виборів” добре відома у світовій практиці, проте питання її застосування є доволі дискусійним з огляду на недовіру до самої системи; неможливості забезпечення таємниці голосування за умови ідентифікації виборця під час, наприклад, інтернет-голосування; неможливості незалежного спостереження та верифікації даних при підрахунку голосів виборців. Упровадження електронного голосування є питанням окремого ретельного дослідження з огляду на різну історію як успіху, так й історію невдалого застосування у світовій практиці системи електронного голосування.

**Ключові слова:** вибори, електронне голосування, дистанційне голосування, дочасне голосування, неперсональне голосування.

## **ЭЛЕКТРОННОЕ ГОЛОСОВАНИЕ: ПЕРСПЕКТИВЫ ДЛЯ УКРАИНЫ**

**Аннотация.** Определено, что вопросы унификации и цифровой трансформации избирательных процессов в последнее время в Украине широко

дискуссируются. Основной целью, которую идеологи внедрения электронного голосования ставят перед собой, является упрощение избирательных процедур, дебиюрократизация избирательных процессов, доступность для избирателей к системе голосования, ускорения процесса подсчета голосов, минимизация возможности влияния на подсчет голосов избирателей и установления результатов голосования. Исследованы основные виды процедур и типы электронного голосования. Также отмечено важность соблюдения рекомендаций СМ/Рес (2017) 5 Комитета Министров Совета Европы государствам-членам относительно стандартов электронного голосования (принят Комитетом Министров 14 июня 2017). Исследуя историю внедрения в мировой практике электронного голосования и определяя причины отказа от такой практики в отдельных странах, проанализированы и обобщены положительные и отрицательные аспекты внедрения электронного голосования для отдельных процедур избирательного процесса. Отмечено, что система “электронных выборов” хорошо известна в мировой практике, однако вопрос ее применения довольно дискуссионный, учитывая недоверие к самой системе; невозможности обеспечения тайны голосования при условии идентификации избирателя во время, например, интернет-голосования; невозможности независимого наблюдения и верификации данных при подсчете голосов избирателей. Внедрение электронного голосования является вопросом отдельного тщательного исследования, учитывая разную историю как успеха, так и историю неудачного применения в мировой практике системы электронного голосования.

**Ключевые слова:** выборы, электронное голосование, дистанционное голосование, досрочное голосование, неперсональное голосование.

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**Problem Statement.** Simplification of election procedures, streamlining electoral processes, access for voters to the voting system, the acceleration of the counting process, minimizing the impact on the counting of votes and establishment of voting results are the main tasks that can be solved theoretically using electronic voting in elections. “Electronic election” (e-election) systems are well-known in the world practice, but the issue of their application is quite debatable, given the lack of confidence in the ability to prevent unconditional non-interfe-

rence in the system to distort the data of voting results. Other debatable aspects: the impossibility of ensuring the secrecy of the vote, provided that the voter is identified during, for example, online voting. Or the inability to independently monitor and verify data when counting votes. These and other problems have led some countries to abandon the practice of electronic voting in elections. Taking this into account, when deciding on the introduction of an electronic voting system in Ukraine, it is important to analyse its positive and negative aspects.



**Analysis of recent researches and publications.** Consideration of the problems of e-democracy is presented by the works of scientists, namely: A. Akimov, S. Dziuba, E. Brek, K. Verges, I. Zhyliayev, D. Caddy, H. Kokhalyk, N. Makhnachova, F. Noble, S. Polumienko, I. Ruban, A. Semenchenko and others.

The issues of introduction of the electronic voting system and approaches to its organization were studied by the following foreign and domestic scientists, namely: M. Buchyn, M. Hrachov, N. Hrytsiak, D. Kovaliov, R. Krimmer, A. Konstantynivska, Yu. Kliuchkovskiyi, K. Matrenina, M. Mikhrovska, M. Mostova, I. Polovko, A. Prosser, I. Sidenko, S. Soloviov, N. Tytovska, D. Uhgrumov, S. Fatieieva, S. Fomina, and V. Khalyziev.

**Formulating the goals of the article.** To study the practice of applying the world experience of electronic voting; to determine the positive and negative aspects of electronic voting and the prospects for using electronic voting in elections for Ukraine.

**Presentation of the main material.** The issues of unification and digital transformation of electoral processes have recently become widely discussed in Ukraine. However, the introduction of electronic voting is a matter of separate careful study because of the different history of both success and failure of the failed application of the electronic voting system in world practice.

At the same time, the legislation of different countries has a different interpretation of the concept of "electronic voting". For example, the term "electronic voting" is used in Austria to

refer to any form of voting that takes place outside a polling station: via the Internet, SMS voting or voting via any electronic device.

Experts define the following types of electronic voting in world practice:

1. Voting at a polling station using an electronic system (Vote-recording Technologies): a voter registers his ID-card in a special reader, enters his password on the voting website, where he receives an e-ballot and reflects his/her choice. When voting is completed, such mailboxes automatically count the votes.

2. Optical Scan Marksense: a voter selects a candidate by marking on a special ballot, which is then processed by an election machine that uses optical means to count the votes at the polling station.

3. Voting with punched cards: the voter uses special cards that are read by a computer, marking the candidate with a special code that remains on the punched card; then the voter lowers the punch card to the ballot box, which automatically counts.

4. Direct-recording Electronic Voting System (DRE): the voter selects a candidate on the touch screen of a computer, after which the machine counts the votes using a special program. Identification is through fingerprints or an ID card.

5. Remote and "early" voting: the voter chooses a candidate through a secure communication channel (software on the Internet). Most often it is sending a special e-mail to the polling station or voting on a specially created website. The vote enrolment procedure takes place only after prior identification [1].

The following popular types of e-voting procedures can be defined conditionally: outside the polling station (for example, using Passport ID and the Internet); personal voting in the polling stations with the help of electronic ballot boxes (the ballot is inserted into a digital ballot box, which is connected to the Internet, after reading the ballot, the system automatically recognizes the voice and counts the results); voting using special digital terminals (system with touch screens with the possibility of authorization using identification system).

In our opinion, electronic voting should ensure that the voter has access to voting systems, clearly reflect the will of the voter, contain no signs of discrimination, ensure secrecy (anonymity of voting) and be able to verify the results of elections.

It should be noted that CM/Rec (2017) 5 Recommendation of the Committee of Ministers of the Council of Europe to member states on electronic voting standards (adopted by the Committee of Ministers on June 14, 2017) contains, inter alia, the following requirements for the electronic voting system: respect all principles applicable to democratic elections and referendums; assess the risks, in particular the specific risks of e-suffrage, and address them with appropriate measures. The recommendation confirms that “public confidence in the government ... is a necessary condition for the introduction of electronic voting”. The Recommendation states that “all principles of democratic elections” must be observed. The Recommendation contains about 50 standards for electronic voting, which should ensure compli-

ance with the above standards (related to universal, free, equal suffrage and secret ballot), as well as standards relating to regulatory and organizational requirements for e-voting, monitoring and transparency, accountability, reliability and security of the electronic voting system [2].

For the first time in 2000, the United States (State of Oregon) conducted online voting, but the most widespread in the 2004 election campaign was the system of reading information from ballot papers filled out by the voter personally manually. This e-voting system was first used as an experiment in the 1996 municipal elections in Brazil, later in 2000, it was used in municipal elections throughout the country, and in 2002 in the national presidential elections. Since then, it is personal voting in the counting rooms with the help of terminals is the most common in the world, given that they can work autonomously.

Today, Estonia is the undisputed leader in the implementation of e-voting, where since 2005, the number of voters who voted online has grown over the years from 2 % in 2005 to 31 % in the 2014 elections. The basis of the Estonian Internet voting system is the use of Estonian identity cards like ID-cards, which allow its holder to put a digital signature on official, legally binding documents. Early Internet voting is possible in the country. Besides, voters can change their preferences an unlimited number of times, but the last voting option counts. The successful practice of using electronic voting is also considered to exist in Kazakhstan.

Citizens' trust plays an important role in the implementation of the elec-

tronic voting system. For example, the majority of Australians support the introduction of electronic voting: the electronic electoral system is mainly supported by people aged 25 to 34, who have home computers and are familiar with electronic payment systems. In Brazil, to ensure the reliability of the system in 2009, a competition of hackers was organized to test the resistance to “hacking” of the system and to form additional confidence in these technologies. And in Venezuela in the 2005 election, an effective means of restoring confidence was the mass recounting of paper tracks in 45 % of polling stations and the elimination of the automated identification process. In India, due to the opposition's distrust of ballot machines, it was demonstrated that the motherboard is easily and without loss of functionality removed, the chip code is read, and the chips can be changed to reprogrammed: therefore, the possibility of interfering with the system has been proven [3].

In some countries, there is ambiguity about e-voting at different levels: for example, e-voting is not supported at the national level in Canada and Switzerland, but at the local level the trust and popularity of e-voting allow it to be used.

However, the world practice of electronic elections has the experience of abandoning electronic voting, for example, Bahrain in 2006 abandoned electronic voting on security issues. Similarly, Ireland, after significant investment, abandoned electronic voting in 2009 due to the unreliability of the system. Lithuania refused such a vote on suspicion of possible interference in the system. The Netherlands

returned to paper voting in 2008, the main reasons being the danger of secrecy of the vote and high dependence on sellers and certified agencies. In 2014, Norway also suspended the process of introducing electronic voting in the context of the security issue (but suspended it temporarily). In Japan, electronic voting has now been abandoned due to the imperfection of the technical means for voting. And in 2009, Germany declared the e-voting procedure unconstitutional.

The United Kingdom conducted more than thirty online test polls in local elections from 2002 to 2007, but in 2005 it was found that e-voting systems were too expensive and did not increase voter turnout. Moldova has also abandoned the idea of such a vote after lengthy research. Following a pilot vote in 2008, Finland did not implement the system. In 2017, France abolished the possibility of electronic voting for citizens abroad (but voting by mail for citizens abroad remained). The Dominican Republic also has a negative experience of electronic voting in local elections on February 12, 2020: its system broke down after the start of voting, the voting procedure was stopped and re-elections were called.

Therefore, for an objective understanding of the feasibility of electronic voting, it is important to understand the advantages and disadvantages of such voting (Table).

In Ukraine, the first attempts to legislate the introduction of electronic voting were in 2011 through the initiative of the *On the Concept of “Introduction of Electronic voting”* bill (Reg. № 8656 of June 10, 2011) [3].

### Generalization of Positive and Negative Aspects of Electronic Voting

Object	ADVANTAGES of e-voting	DISADVANTAGES of e-voting
1	2	3
VOTER TURNOUT	<ul style="list-style-type: none"> <li>• Better adapted to the needs of an increasingly mobile society.</li> <li>• Increasing the number of young voters who are ready to participate in elections using information technology</li> </ul>	<ul style="list-style-type: none"> <li>• Reduction of turnout at the expense of older voters and voters who will not have the technical ability to vote</li> </ul>
VOTING PROCEDURE	<ul style="list-style-type: none"> <li>• Possibility to use various technical means for voting.</li> <li>• Ability to use multilingual user interfaces, which can serve the multilingual electorate better than paper ballots.</li> <li>• Ability to vote for several days at a convenient time for the voter.</li> <li>• The voting procedure is more convenient for people with disabilities and voters who are out of access to the Polling Station (PS).</li> <li>• An e-ballot can be easier to understand and fill out</li> </ul>	<ul style="list-style-type: none"> <li>• Limited openness and understanding the system for non-experts.</li> <li>• Possible lack of public confidence in e-voting elections due to shortcomings in the protection system.</li> <li>• Depending on the type of voting, the voter will have to provide the opportunity to vote (ID-code, electronic signature, registration in the system, the study of the voting system, subject to remote voting like providing a voting point).</li> <li>• Lack of proper software (especially acute for uncovered Internet environments).</li> <li>• Inequality of voter access to voting means (ignorance, lack of technological opportunities, etc.)</li> </ul>
PROTECTION OF ELECTION RESULTS AND SECRECY OF VOTING	<ul style="list-style-type: none"> <li>• Prevention of fraud at polling stations and during summing up by reducing human intervention.</li> <li>• The ability to vote remotely significantly reduces the risk of pressure to vote and increases the reliability of choice.</li> <li>• The counting of votes can be observed in real-time.</li> <li>• The decrease in the number spoiled election ballot-papers: electoral systems can warn voters about invalid votes.</li> <li>• Incident reduction sale of votes, enabling voting one voter more than once</li> </ul>	<ul style="list-style-type: none"> <li>• Potential violation of the secrecy of the ballot, especially for systems that simultaneously perform the functions of voter authentication and voting.</li> <li>• Increasing security requirements to protect the voting system.</li> <li>• The lower level of control by the election commission due to high dependence on technology.</li> <li>• Limited conversion options.</li> <li>• It is almost impossible to completely protect yourself from viruses and hacker attacks. The slightest threats can be dangerous when it comes to deciding the fate of the state. The use of centralized databases on which voting results are stored is especially dangerous.</li> <li>• Impossibility of independent observation of the voting process</li> </ul>

1	2	3
ESTABLISHMENT OF ELECTION RESULTS	<ul style="list-style-type: none"> <li>• More accurate results due to the exclusion of the error factor.</li> <li>• Effective management of complex formulas of electoral systems that require complex counting procedures.</li> <li>• Better presentation of complex ballots.</li> <li>• Faster counting of votes and formation of tables</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of transparency.</li> <li>• Limited openness and understanding of the system by those who are not experts.</li> <li>• Risk of being manipulated by insiders with extended access to the system or by external hackers.</li> <li>• Probability of fraud by large-scale manipulation by a small group of insiders</li> </ul>
ECONOMIC AND TECHNICAL RATIONALE	<ul style="list-style-type: none"> <li>• Potential long-term cost savings by saving election commission staff time and reducing costs.</li> <li>• Potential long-term savings in the production and distribution of ballots.</li> <li>• Cost savings on transportation of ballots</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of harmonized standards for e-voting systems.</li> <li>• System certification is required, but there are no widely agreed certification standards.</li> <li>• Increased costs for the purchase and maintenance of e-voting systems.</li> <li>• The need for additional information campaigns for voters.</li> <li>• There may be a conflict with the existing legal framework.</li> <li>• Growing demands on IT equipment, infrastructure and the environment</li> </ul>

However, the project was not supported. Subsequently, in 2017, the Cabinet of Ministers of Ukraine approved the Concept for the Development of Electronic Democracy in Ukraine and the Action Plan for its Implementation, according to which by 2018, the implementation of the electronic voting system was to take place. By Order of the Cabinet of Ministers of Ukraine № 405-p dated June 12, 2019 *On Approval of the Action Plan for the Implementation of the Concept of Democracy Development in Ukraine for 2019–2020* sets new deadlines for implementing electronic voting, as well as the electronic election process, electronic referendums and electronic plebiscites – the 3<sup>rd</sup> Quarter of 2020. However, the reform of the election legislation with the adoption of the

Electoral Code of Ukraine does not provide for the introduction of electronic voting. Thus, today in Ukraine the issue of electronic voting is outside the legal field and requires a balanced decision based on the results of studying the world practice of electronic voting.

According to a study by the International Foundation for Electoral Systems on the feasibility of introducing new electoral technologies (February 2020) [4], the relevant recommendations were provided, the main ones being:

- to launch an inclusive, large-scale consultation process with all Ukrainian election stakeholders;
- to simplify election procedures, to pay attention to the professionalization of specialists in this field;

- the Government of Ukraine must adequately and stably increase budget allocations for the election process;

- a comprehensive survey of citizens' knowledge of and trust in e-democracy and electoral technologies should be conducted;

- to launch an important CEC-led research initiative as soon as possible to determine which e-voting and Internet voting models are appropriate for Ukraine;

- to finalize cybersecurity legislation in Ukraine to establish appropriate agencies with which the CEC will cooperate to protect any new election technologies; and

- to conduct experimental testing of new voting technologies.

### **Conclusions and suggestions.**

Electronic voting is certainly aimed at simplifying election procedures and access to the voting system and may provide for the possibility of early voting. However, before the introduction of such a system in Ukraine, it is important to study the practice of implementing the system of “electronic elections” in countries that have a positive history of its use, and in countries that have now abandoned such practices. It should be noted that today there is a general reverse tendency towards the introduction of electronic voting in elections. This is mainly due to the lack of trust in various aspects of public life and state institutions, and therefore in the electronic voting system. Besides, such a system has other significant drawbacks: it is often the identification of the “online voter”, thus violating the secrecy of the election and the ability to control the will of a particular voter. On the other hand, it is impossible to

verify the voting results: there is a lack of independent observation of the voting process and the establishment of voting results. It is these aspects that generate the voter's distrust of the electoral process. Thus, ensuring democratic transparent electoral processes with the introduction of electronic voting will be an urgent task. The use of electronic voting requires a thorough rationale of the feasibility of its implementation.

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## **ANALYSIS OF THE FEATURES OF THE MECHANISMS OF PUBLIC REGULATION OF FIRE SAFETY IN THE WORLD SCIENTIFIC OPINION**

**Abstract.** It is determined that at the present stage of development of the public administration science in the field of fire safety there are certain problematic issues. For example, inadequate normative-legal regulation of the implementation of fire safety, at the national and international levels, is considered by researchers in various related fields of science (law, management, marketing, etc.). It is proved that there is a clear difference between domestic methodological approaches in the implementation of analytical calculations on the level of fire risks and scientific approaches of the British government. The Great Britain, in the context of calculating the level of fire safety, studies much more closely the separated ethnic groups as separate components of the community group. In the process of research, the systematization of information data, which are plotted on maps of the area in order to identify the most vulnerable areas and, based on this modeling, a "Risk Map" is drawn up.

Examining the European scientific opinion on the concept of “public administration”, it was determined that it is one of the elements of the field of law. The definition of the term “public administration” is disclosed as the activity of the public authorities in the relevant field, which has no legislative or judicial basis. That is, the content of public administration is outlined in the sense of the practical implementation of statutory provisions, and, consequently, it is defined by law-specific methods and tools to achieve the relevant goals in certain areas.

It is noted that the process of understanding safety issues can be traced in the first attempts of the state to objectively assess external threats to the environment. The essence of the category “safety” contains only relative and semantic meaning, which it acquires only in the relationship between certain objects, or in a particular area of operation.

**Keywords:** public administration in the field of fire safety, “Risk Map”, British specialized services, fire protection, soft spectrum social systems.

### АНАЛІЗ ОСОБЛИВОСТЕЙ МЕХАНІЗМІВ ДЕРЖАВНОГО РЕГУЛЮВАННЯ ПОЖЕЖНОЇ БЕЗПЕКИ У СВІТОВІЙ НАУКОВІЙ ДУМЦІ

**Анотація.** Визначено, що на сучасному етапі розвитку науки державного управління у сфері пожежної безпеки існують певні проблемні питання. Наприклад, неналежне нормативно-правове регулювання впровадження системи забезпечення пожежної безпеки, на національному та міжнародному рівнях, розглядається дослідниками різних суміжних галузей науки (право, менеджмент, маркетинг та ін.). Доведено, що спостерігається виразна відмінність між вітчизняними методологічними підходами у здійсненні аналітичних розрахунків щодо рівня пожежних ризиків та науковими підходами уряду Великої Британії. Ця країна у контексті розрахунку рівня пожежної безпеки набагато ретельніше вивчає відокремлені етнічні групи населення як окремі компоненти групи громад. У процесі дослідження здійснюється систематизація інформаційних даних, які наносяться на карти місцевості для того, щоб визначити найвразливіші територіально розподілені райони і, на основі цього моделювання, складається “Карта ризиків”.

Досліджуючи європейську наукову думку щодо поняття “публічне адміністрування” (public administration), визначено, що воно є одним з елементів галузі права. Термін “публічне адміністрування” розкривається як діяльність державно-владних органів у відповідній сфері, яка не має законодавчого та судового підґрунтя. Тобто зміст публічного адміністрування окреслений у сенсі практичної реалізації законодавчо закріплених положень. Отже, це певні законодавчо конкретні методи та засоби для досягнення відповідних цілей у певних напрямках.

Доведено, що процес осмислення проблем безпеки можна простежити в перших спробах держави об’єктивно оцінити зовнішні загрози навколишнього середовища. Сутність категорії “безпека” містить у собі лише віднос-

ний та смисловий зміст, якого вона набуває тільки у взаємозв'язку між певними об'єктами або ж у конкретній сфері функціонування.

**Ключові слова:** державне управління у сфері пожежної безпеки, “Карта ризиків”, британські спеціалізовані служби, протипожежний захист, соціальні системи м'якого спектра.

## **АНАЛИЗ ОСОБЕННОСТЕЙ МЕХАНИЗМОВ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ПОЖАРНОЙ БЕЗОПАСНОСТИ В МИРОВОЙ НАУЧНОЙ МЫСЛИ**

**Аннотация.** Установлено, что на современном этапе развития науки государственного управления в сфере пожарной безопасности существуют определенные проблемные вопросы. Например, ненадлежащее нормативно-правовое регулирование внедрения системы обеспечения пожарной безопасности на национальном и международном уровнях рассматривается исследователями различных смежных отраслей науки (право, менеджмент, маркетинг и др.). Доказано, что наблюдается отчетливая разница между отечественными методологическими подходами в осуществлении аналитических расчетов по уровню пожарных рисков и научными подходами правительства Великобритании. Эта страна в контексте расчета уровня пожарной безопасности гораздо тщательнее изучает отдельные этнические группы населения как компоненты группы общин. В процессе исследования осуществляется систематизация информационных данных, которые наносятся на карты местности для того, чтобы определить уязвимые территориально-распределенные районы и на основе этого моделирования составляется “Карта рисков”.

Исследуя европейскую научную мысль относительно понятия “публичное администрирование” (public administration), определено, что оно есть одним из элементов отрасли права. Определение термина “публичное администрирование” раскрывается как деятельность государственно-властных органов в соответствующей сфере, которая не имеет законодательной и судебной почвы. То есть содержание публичного администрирования очерчено в смысле практической реализации законодательно закрепленных положений. Следовательно, это определенные законодательные методы и средства для достижения соответствующих целей в определенных направлениях.

Отмечено, что процесс осмысления проблем безопасности можно проследить в первых попытках государства объективно оценить внешние угрозы окружающей среды. Сущность категории “безопасность” включает в себя только относительное и смысловое содержание, которое она приобретает только во взаимосвязи между определенными объектами, или же в конкретной сфере функционирования.

**Ключевые слова:** государственное управление в сфере пожарной безопасности, “Карта рисков”, британские специализированные службы, противопожарная защита, социальные системы мягкого спектра.

**Formulation of the problem.** The constitutional norm in Ukraine is that the highest social value is a person, preservation of his life and health, honour and dignity, inviolability and safety [1].

We can state the fact that safety is one of the key conditions of human life and the most important factor in the existence of the society.

At the same time, it can also be argued that fire safety should be defined as one of the most important components of the constitutional order in peacetime. It is functionally aimed at preventing and eliminating the risks and threats posed by various internal and external fire hazards for people, the individual country and society as a whole.

At the present stage of development of the science of public administration in the field of fire safety there are certain problematic issues. For example, inadequate normative-legal regulation of the implementation of the fire safety system, at the national and international levels, is considered by researchers in various related fields of science (law, management, marketing, etc.) [2, p. 5–6].

**Analysis of the recent research and publications.** Aspects of fire safety and specifically public administration activities to ensure and guarantee it have always attracted the attention of a number of researchers in this area. Some issues of the public administration in the field of fire safety were revealed in their works by such domestic scientists as: M. Andrienko [3], V. Balyabas [4], S. Hovorun [5], V. Yemelyanova [6], O. Martyn [7] and others.

Among foreign authors we would like to single out such representatives of the science of fire safety administration as: E. Dean [8], D. Appleton [9], M. Taylor, H. Frankis, E. Higgins and others.

Unfortunately, I must say that regardless of the available scientific work in this area, the vast majority of innovative ideas and improved scientific approaches to the public administration in the field of fire safety were insufficiently used in the implementation of public administration in this area, or completely ignored.

**The purpose of the article** is to reveal the conceptual problems of the modern mechanisms of state regulation of fire safety in the world scientific thought using the experience of expert analysis.

**Presentation of the main material.** Analyzing the foreign spectrum of scientific research, we can say that in the Great Britain in particular, much attention is paid to issues of the public administration in the field of fire safety. It should be noted that the following research is conducted on the principle of multidisciplinary: long-term planned researches, results of the mathematical and statistical analysis received on the basis of the received information data of the carried-out modeling of various processes in a society, methodology of social psychological sciences and other are used.

The scientific achievements in the direction of public administration in the field of fire safety of Great Britain deserve special attention of scientists: E. Higgins, M. Taylor and H. Frankis [10, p. 48–49]. These authors interpret the public administration processes

through the institutional aspect of the implementation of mass fire prevention using soft spectrum social systems. From this point of view, measures to ensure the proper functioning of the public administration in the field of fire prevention in the Great Britain were considered as the most effective approach to improve the operational activities of the rescue and fire services.

The substantive component of the implementation of such a scientific project, proposed by the authors, was aimed at using a new systematic approach to administration decisions on fire protection. It involves the use of special approaches to the interpretation of soft spectrum social systems based on experimental modeling of the scientific-statistical field of research.

The team of authors, including M. Jones, D. Appleton, M. Taylor, H. Frankis, E. Higgins, in the process of studying the problems and developing ways to optimize the British public administration in the field of fire safety, conducted a long-term scientific and practical study on prevention of fires in residential buildings (except for arson).

As a result of such research, it has become clear that close cooperation and interaction between the British specialized services (police, ambulance and fire service) is extremely important for effective and prompt fire prevention in order to respond quickly to fires.

Important in the context of this work are also innovative research carried out by a number of scientists, such as: E. Dean, A. Clark, M. Taylor, H. Frankis. In their work they reveal a direct link between the cultural cha-

racteristics of the formation of the respective communities and the level of fire risk in the British county (Greater Manchester).

I should point out that there is a clear difference between domestic methodological approaches in making analytical calculations on the level of fire risks and scientific approaches of the British government. The Great Britain, in the context of calculating the level of fire safety studies much more closely the separate ethnic groups as separate components of the community group. In the process of research, the systematization of information data, which are plotted on maps of the area in order to identify the most vulnerable areas and, based on this modeling, a "Risk Map" is drawn up.

It should be noted that, in this perspective of determining the level of fire risk, this structured approach is also outlined in the research of the same authors in 2012 and 2016 [10].

But, unfortunately, it should be recognized that today, despite a number of scientific studies around the world in this area, there are still unresolved issues related to the implementation of innovative and effective mechanisms of the public administration in the field of fire safety.

I consider it necessary to investigate, in the process of analyzing foreign research on theoretical aspects of mechanisms of the public administration in the field of fire safety, definitions of such categories as: "public administration", "mechanism of public administration", "safety", "fire safety", "risk" and etc.

Examining the European scientific opinion on the concept of "public ad-



ministration”, we can determine that it is one of the elements of law. The definition of the term “public administration” is disclosed as the activity of the public authorities in the relevant field, which has no legislative or judicial basis. That is, the content of public administration is outlined in the sense of the practical implementation of the enshrined provisions, and, consequently, are defined by legal specific methods and means to achieve the relevant goals in certain areas.

According to G. Markou [11], the definition of “public regulation” is also closely related to the science of law and is often used with relevant legislation, which explains its meaning.

It can be concluded that in Europe there is a common approach that identifies the concepts of “public administration” and “public regulation” and reveals their meaning in terms of means to achieve the country’s goals in this area. At the same time, it is a specific activity of the country to formulate such goals, and subsequently – to perform certain tasks for their implementation.

In the context of W. Knorring’s scientific views [12, p. 251] in the field of administration science, we can define the following position: “Administration is a process, and the administration system, in turn, is a structured mechanism that ensures the functioning of such a process”.

In my opinion, such definitions of terms as “process” and “mechanism” can not be identified, because the process is, in its content, only a certain sequence of specific actions and a set of phases to transform anything, and the mechanism, in its structure - a concept

much more broadly and includes a set of different tools, means, levers of the public administration.

In the perspective of the study, we can consider the concept of “advanced administration”, which is based on proposals for innovative construction of the processes for creating and approving administration decisions. Proponents of this approach include L. Plunkett and G. Hale [13].

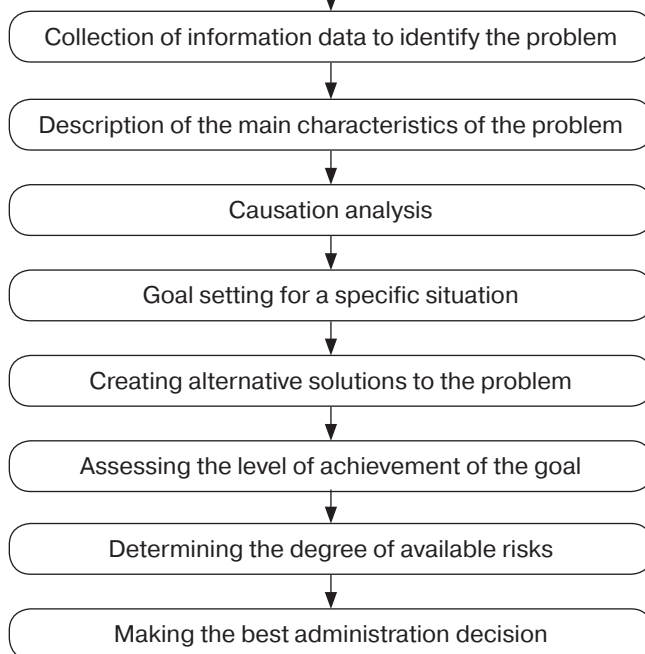
According to them, the priority in making administration decisions, in the process of solving any problems, is to eliminate certain uncertainties. Based on this theory, we can formulate the following main stages of the process of generating administration decisions (see Figure).

In my opinion, the peculiarities of this approach to the classification of the stages of the process of generating an administration decision is that the process of conducting a comprehensive analysis of causation allows you to successfully structure ways to solve an urgent problem. At the same time, an important aspect of such activities is that the person making administration decisions must take into account the time constraints for the successful conduct of the above analysis.

In some scientific publications, the concept of “public administration” is interpreted in a broad and narrow sense. Representatives who share this approach are O. Alyokhin, A. Karmolytsky and Yu. Kozlov [14, p. 110–111].

These authors, in a broad sense, under public administration understand the process of approving the general rules of conduct of all participants in the society and, depending on changes in the environmental conditions, ma-

### Main stages of the process of generating administration decisions



### Main stages of the process of generating administration decisions by L. Plunkett and G. Hale

king adjustments to these rules. The subjects of the public administration, in this case, will be the bodies and structures of the legislative, judicial and executive authorities, and its declarative forms – legislative and judicial regulatory acts.

In my opinion, there is an identification of public administration with state legal regulation. But, in fact, such a substitution of terms is not expedient from the point of view of public administration science, because, nevertheless, the directions of activity of these concepts differ.

In the process of analyzing the characteristics of public administration, G. Wright [15, p. 143] in his scientific work notes that it should be considered in terms of division at the stage of ge-

nerating administration decisions. The author considers such stages:

- problem detection;
- approval of criteria for evaluating the problem;
- defining the limitations and priorities of the problem evaluation criteria;
- accumulation of necessary information data and facts;
- formulation and evaluation of alternative solutions;
- choosing the most effective decision-making option.

In my opinion, this classification of stages is somewhat incomplete and does not take into account all the aspects of the administration decision-making process. The key disadvantage of this approach is a certain discon-

nection of stages in accordance with the goal, which, in turn, is achieved through the formation, approval and implementation of the administration decisions.

Examining the scientific point of view of such scientists as: M. Albert, M. Mescon and F. Hedoury, we can trace the specific division of the process of making administration decisions into specific stages:

- diagnosing the problem;
- defining criteria and relevant constraints for the decision approval process;
- determination of alternative administration decisions;
- evaluation of the implementation of alternatives;
- approval of the decision.

The structured division of the process of formulation and generation of administration decisions given by the researchers, in my opinion, is considered logically acceptable. The priority in this approach will be to specify in detail the definition of existing relationships and the systematic structuring of the stage of diagnosing the problem.

R. Daft has a similar view on the process of producing an administration decision [13]. The author identifies such general stages of forming an administration decision as:

- awareness of the need to make a decision;
- conducting diagnostics and random analysis;
- selection of options for making administration decisions;
- the optimal choice of the most effective option.

I propose, in the perspective of the study, also to consider the definition of

the term “mechanisms of public administration” in terms of foreign scientific opinion. In my opinion, the mechanism of public administration has a regulatory content, because with its help the country regulates society’s relations in various spheres of life.

In my opinion, the most complete meaning of the mechanism is revealed by J. Stiglitz [12] in the functional aspect, as a regulator between the processes of production of material goods and their consumption.

From the point of view of J. Kleiner’s scientific views [16, p. 9], the interpretation of the term “mechanism of public administration” is reduced to a set of artificially formed administration tools that implement the process of generating a scientifically sound administration decision, that achieves the most effective degree of its implementation.

I can partially agree with the author on this definition and suggest that, in my opinion, the mechanism of public administration is an artificially created set of means of influence, separate interactions between the subject and the object of the administration.

Also, from my point of view, it would be logical to consider such a definition of the term as a complex system of complex combinations of logical relationships, specific procedures that consists of many interconnected components of the system: political, economic, organizational, legal, etc.

One cannot disagree with the opinion that the implementation of any functions requires an appropriate sequence of actions, a dynamic flow of certain processes. This interpretation of the essence of the mechanism

is clearly traced in the scientific work of A. Kuhlman [17, p. 57]. The author outlines the mechanism as an appropriate sequence of facts, the components of which can be both input and output facts, as well as the process that is implemented in the intervals between them.

We would like to draw attention to the fact that the mechanisms of public administration are defined, as well as purposeful unilateral influence with its clearly defined direction (course).

Considering a number of foreign scientific studies of the public administration science, we can follow the evolution of the terminology of public administration and the mechanism of its implementation, in particular, in the organizational and legal perspective.

Thus, G. Ferdman [18, p. 3] emphasizes the definition of the term “organizational-legal mechanism of the public administration”, which is considered as a set of administration elements that has a clear subordination, and provides an appropriate relationship between the administrated and administration systems through an organized set of tools, techniques and means of legal impact.

In the context of this work, using logical inferences based on the analysis of the above research, we can offer our vision of the essence of the category “organizational-legal mechanism of the public administration”. I describe it as an official activity of state authorities and non-state institutions, regulated by generally accepted legal norms in the state and implemented in order to effectively address a set of controversial issues to prevent or eliminate social problems for the benefit of the society.

Unfortunately, it can be stated that in the world science of the public administration the concept of safety is not considered in sufficient detail and is not entirely correct. I propose to consider the evolution of the content of this category in more detail.

The process of understanding safety issues can be traced in the first attempts of the state to objectively assess the external threats to the environment. The essence of the category “safety” contains only the relative and semantic meaning, which it acquires only in the relationship between certain objects, or in a particular area of operation. It is of a historical nature and is directly related to various areas and forms of interaction in the general system of legal relations. Therefore, throughout the period of existence of the human race, the category of “safety” was formed in a more modern sense and acquired a new meaning.

A striking example of the importance of safety issues in any environment of human life is the hierarchical pyramid of needs of A. Maslow [19, p. 24]. With the help of such a schematic disclosure of the structure of needs, we can outline safety as one of the fundamental categories in the human life, through which the optimal development of the society and even its existence on the planet can take place.

Deeply studying the theory of needs of A. Maslow [20, p. 11], it seems clear that in the hierarchical system of needs the main aspects after physiological, is the need for safety. In the process of human life and the functioning of the socio-economic system, the dominant and one of the most important factors is safety.

Based on the scientific concepts of famous thinkers and philosophers of the 15–18<sup>th</sup> centuries [21], such as: T. Hobbes, J. Locke, N. Machiavelli, J.-J. Rousseau, B. Spinoza, the meaningful definition of safety was considered as an appropriate human condition, in the achievement of which the real threat was simply absent. During this time, research continued in the development of the conceptual content of this concept.

It is also worth noting that in the process of formation of capitalism, the development of a scientific vision of the essence of safety found its beginning in the vein of natural law. Proponent of this approach was T. Hobbes, who revealed the problem of safety in the perspective of his own theory of the origin of the state. The author's research emphasized that the state is obliged to protect the rights of its citizens, including the right to personal and public safety.

In the context of the scientific views of J. Sonnenfels [22], the definition of the term "safety" had a specific form – a certain state in which there is no real threat to all objects without exception. For example, for an individual – private and personal safety, and for a particular country – public safety.

Based on the above definitions of the term, it is possible, within the study, to offer one's own vision of the term "safety" – a corresponding state, which is meaningfully opposed to the state of physical or moral danger. One of the components of safety is special conditions (political, material, etc.) and a developed system of institutional structures that are aimed at creating such a situation of peace or absence of dangers.

The definition of safety became a priority in politics and science in general after numerous wars and revolutions.

The results of scientific research in the field of safety issues of V. Pareto, in my opinion, are now gaining great importance because he was the first to apply the methodology of analysis of the impact of various factors on the studied process and its development. The peculiarity of this approach was the assignment of specific values to individual factors of influence, the share of which is determined from the minimum to the maximum degree.

In the process of evolution, the essence of the concept of "safety" was logically transformed into the definition of a state in which any subject is in a situation of complete protection and has no reaction in response to the negative impact of undesirable factors. From this point of view, foreign researchers have their own specific approach to the definition of the term "safety".

In J. Wedel's scientific understanding, safety is defined as a specific activity that is directly aimed at preventing dangerous situations that may threaten the relevant groups in the society or certain individuals. The essence of safety, in this context, is aimed at safety issues at various levels – from preventing coups, to preventing accidents at work or in everyday life.

**Conclusions.** It is substantiated that the need for a safe existence gives impetus to meet basic needs, which, in turn, are aimed at preserving human life as a unique form of existence. In the process of forming the social organization of the society, life was the main

category and served as a means to assess the level of quality of safety assurance.

The author's vision of the essence of human safety as an objective state and, at the same time, a subjective feeling of protection of the individual, his rights and freedoms in multidimensional directions (physical, moral, property, psychological protection) is offered. I must point out that when a person's rights and freedoms are reliably protected, then he or she is fully safe. That is, human rights and freedoms are the direct guarantor of the absolute state of safety.

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## **EFFECTIVE FORMS OF COMMUNICATIVE COMPETENCE AS A BASIS FOR THE DEVELOPMENT OF TECHNOLOGICAL COMPETENCE OF THE MODERN MANAGER IN THE CONDITIONS OF PUBLIC MANAGEMENT**

**Abstract.** The article is devoted to the problem of technological competence of a modern leader in order to justify its importance for the effective use of professional communications in management activities; the development of the technological competence of a modern leader in public administration is justified, which is considered as the basis of the communicative competence of public administration specialists; innovative approaches and resources of the leader for the development of his effective forms of communicative competence through the formation of professional communications are shown; special rules of professional communications have been developed for managers to acquire the necessary knowledge, skills in organizing and conducting various forms of managerial communications, which will help a modern leader avoid conflict in public administration.



The study confirmed that meetings, meetings, various conversations, discussions, setting and explaining tasks to subordinates, reports to the team and management, etc. are all different forms of communicative competence that are common among them – business conversation and business meeting. Moreover, among the conditions and factors of technological competence, several leading managerial communications have been established: a complex of specific knowledge in the field of public administration and administration; Abilities and skills of the head of business communication.

In the midst of minds and officials of technological competence, a number of leading management commissions have been established: a complex of specific knowledge of the public administration and administration.

We came to the conclusion that technological competence is manifested in management actions with the use of specific communication tools and techniques that ensure the interest and assimilation of modern leadership accumulated communicative space of knowledge and skills about innovative communication management technologies aimed at long-term management.

**Keywords:** business communication, business conversations, business meeting, competence, communicative competence, technological competence, managerial communication.

### **ЕФЕКТИВНІ ФОРМИ КОМУНІКАТИВНОЇ КОМПЕТЕНТНОСТІ ЯК ОСНОВИ РОЗВИТКУ ТЕХНОЛОГІЧНОЇ КОМПЕТЕНТНОСТІ СУЧАСНОГО КЕРІВНИКА В УМОВАХ ПУБЛІЧНОГО УПРАВЛІННЯ**

**Анотація.** Розглянуто проблему технологічної компетентності сучасного керівника з метою обґрунтування її значення для ефективного застосування професійних комунікацій в його управлінської діяльності; обґрунтовано розвиток технологічної компетентності сучасного керівника в умовах публічного управління, яка розглядається як основа складової комунікативної компетентності фахівців з публічного управління; показано інноваційні підходи та ресурси керівника щодо розвитку його ефективних форм комунікативної компетентності шляхом формування професійних комунікацій; розроблено спеціальні правила професійних комунікацій щодо набуття керівниками необхідних знань, умінь з організації та проведення різних форм управлінських комунікацій, що дають можливість уникнути конфлікту сучасному керівнику в умовах публічного управління.

Дослідження підтвердило, що наради, засідання, різні бесіди, дискусії, постановка і роз'яснення завдань підлеглим, звіти перед колективом і керівництвом та ін. — усе це різні форми комунікативної компетентності, найпоширенішими серед яких є ділова бесіда і ділова нарада.

При цьому серед умов і чинників технологічної компетентності встановлено кілька ведучих управлінських комунікацій: комплекс специфічних знань у галузі публічного управління та адміністрування; вміння та навички керівника з ділового спілкування.

Доведено, що технологічна компетентність виявляється в управлінських діях із застосуванням конкретних комунікативних засобів та прийомів, які забезпечують інтерес та засвоєння сучасним керівником накопичених комунікативним простором знань та вмій про інноваційні комунікативні технології управління, націлених на перспективний розвиток управлінської діяльності.

**Ключові слова:** ділове спілкування, ділова бесіда, ділова нарада, компетентність, комунікативна компетентність, технологічна компетентність, управлінські комунікації.

## **ЭФФЕКТИВНЫЕ ФОРМЫ КОММУНИКАТИВНОЙ КОМПЕТЕНТНОСТИ КАК ОСНОВЫ РАЗВИТИЯ ТЕХНОЛОГИЧЕСКОЙ КОМПЕТЕНТНОСТИ СОВРЕМЕННОГО РУКОВОДИТЕЛЯ В УСЛОВИЯХ ПУБЛИЧНОГО УПРАВЛЕНИЯ**

**Аннотация.** Рассмотрено проблему технологической компетентности современного руководителя с целью обоснования ее значения для эффективного применения профессиональных коммуникаций в управленческой деятельности; обоснованно развитие технологической компетентности современного руководителя в условиях публичного управления, которое рассматривается как основа составляющей коммуникативной компетентности специалистов по публичному управлению; показаны инновационные подходы и ресурсы руководителя по развитию его эффективных форм коммуникативной компетентности путем формирования профессиональных коммуникаций; разработаны специальные правила профессиональных коммуникаций по приобретению руководителями необходимых знаний, умений по организации и проведению различных форм управленческих коммуникаций, которые позволяют избежать конфликта современному руководителю в условиях публичного управления.

Исследование подтвердило, что совещания, заседания, различные беседы, дискуссии, постановка и разъяснение задач подчиненным, отчеты перед коллективом и руководством и др. — все это различные формы коммуникативной компетентности, наиболее распространенные среди них — деловая беседа и деловое совещание. При этом среди условий и факторов технологической компетентности установлено несколько ведущих управленческих коммуникаций: комплекс специфических знаний в сфере публичного управления и администрирования; умения и навыки руководителя в деловом общении.

Доказано, что технологическая компетентность проявляется в управленческих действиях с применением конкретных коммуникативных средств и приемов, обеспечивающих интерес и усвоение современным руководителем накопленных коммуникативным пространством знаний и умений об инновационных коммуникативных технологиях управления, нацеленных на перспективное развитие управленческой деятельности.

**Ключевые слова:** деловое общение, деловая беседа, деловое совещание, компетентность, коммуникативная компетентность, технологическая компетентность, управленческая коммуникация.

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**Formulation of the problem.** The current stage of reforming education in Ukraine is characterized by its integration into the global educational space and involves the development of professionalism of the human resources, support for non-formal and informal education by the community in conditions of decentralization of the society. The modern head, the level of his professional competence, in particular its communicative component, are necessary priorities of continuing education, which acquire new requirements for his training.

These changes are accompanied by the creation of a new educational paradigm aimed at forming an educated, creative personality, providing conditions for the disclosure of the abilities, use of experience, meeting the educational needs of the individual. Understanding education as the mastery of certain knowledge, skills and abilities and their preparation for life is rethought and replaced by a view of education as a sphere of its formation, finding everyone's personal meaning of life today.

That is, the priority of the public policy in modern education is its personal orientation, including the modern head, to partnership and dialogue. Dialogue and multilateral communication between the participants in the educational process and community representatives changes the one-way communication "head – employee". Today in Ukraine, scholars and practitioners

are discussing the important role of developing the professional competence of a modern head who should create a communicative structure of public self-government of the organization, adapting it to the conditions of competitiveness of any organization.

**Analysis of the recent research and publications.** Theoretical foundations of the definition of the professional competence have been studied by such scientists as M. Shyshov, V. Kalney, S. Bondar, A. Khutorsky, V. Bolotov, V. Serikov, I. Zymnya, and others. Their research emphasizes the important role of developing the qualifications of a modern head as a component of his professional competence [1, p. 274].

We believe that the concept of "communicative competence" as well as "technological competence" was first used by the scientists as the ability and willingness to establish technological contacts with others in the presence of network communication. These studies emphasize the important role of the development of the technological competence of the modern head in the system of continuing education in Ukraine [1, 2].

**Setting objectives.** In the context of the problem of increasing the level of development of the technological competence of the modern head in the system of Public Management and Administration there is some experience of active research in this direction. Today, important criteria for the effectiveness

of the modern educational processes are the formation of civic education, professional competence, education of respect for the human rights, tolerance, the ability to find a compromise. Turning to our study, we will dwell in more detail on one of the given criteria for the levels of development of the technological competence of the modern head – communicative competence as a component of his professional competence.

**The purpose of the article** is to reveal the concept of technological competence of the modern head and substantiate its importance for the effective use of professional communications in public management.

**Presentation of the main material.** The theoretical analysis of the problem made it possible to find out the algorithm of the research. First of all, we decided on the interpretation of the category “competence” in the philosophical context of solving a pedagogical problem. In the context of our study we understand competence as an integral quality of the personality, characterized by a willingness to solve problems arising in the process of life and professional activity, using knowledge, experience, individual capabilities [1; 3].

Having defined the concept of “competence”, it is necessary to clarify their hierarchy. The most general classification includes three major classes: key competencies that determine the ability of a modern head to successfully socialize each individual; supra-professional (sometimes called basic) competencies necessary for the ability of a modern head to effectively manage and work in the educational environment; subject (special) competencies, which are

the basis for the ability of the head to implement professional tasks in public management [1–3].

To supra-professional competencies we include the technological competence of the modern head, i.e. a set of knowledge about the public management technologies, namely resources for management actions, the ability to apply them, necessary for the implementation of quality productive management activities.

Therefore, we consider the technological competence of a modern head as a desire and ability (readiness) to realize their potential (knowledge, skills, experience in using various communication technologies for management communications), which will ensure successful management, awareness of the importance of personal independence and responsibility for the results of this activity, the need for its continuous improvement.

Most researchers to the essential characteristics of the development of the technological competence of the modern head include: in-depth knowledge of various technologies of management communications; constant updating of knowledge on this problem for successful solution of the managerial tasks; representation of the substantive and procedural components of the structure of the technological competence of the modern head as a resource for public management [2].

In the concept of development of the technological competence of the modern head of the organization the following qualities are distinguished: readiness of the head for creative search; the effectiveness of the high result of his management activities in

terms of mastery of basic competencies, including technological and communicative; practice-oriented orientation of the organization management through basic technologies as the basis of modern tools for innovation of all participants in the educational process; the ratio of the criterion of independence and responsibility of the modern head to provide resources for the development of competitiveness of the organization.

It is established that the signs of the technological competence of a modern head include knowledge, skills of using various network management technologies, which also include motivational, social and behavioural components. They characterize the integrated qualities of a modern head, i.e. is one of the aspects of his successful management activity.

Analyzing the concept of “technological competence”, we reveal its functions in communicative competence, that determine the positive result of management of the organization [1; 3].

The study showed that communicative competence is a condition for the development and acquisition of a mature form of thoughts, motives, values, focus of the head on the development of the technological competence of the head, which will provide innovative management activities that seek to assert themselves, to show their abilities, to gain authority from his colleagues and himself. This indicates the motivational and motivating function of the technological competence in the balance of rights, duties and responsibilities, effective partnership for the organization, the life of the organization.

The technological competence characterizes the cognitive and intellec-

tual activity of a modern head. This is manifested in the interest and assimilation of the accumulated communicative space of knowledge about innovative communication management technologies by the individual, the expansion of personal education, outlook, erudition, aimed at the long-term development of the management activities of the head.

This can be seen as a manifestation of the gnostic function of the technological competence. The reflection of the received knowledge in the practical activity in the form of abilities and skills of the head in use of new communicative technologies of management defines the activity function of the communicative competence.

The technological competence is also manifested in a person's ability to volitional tension, mobilization of their forces in overcoming difficulties in the process of the professional activity, persistence, endurance, restraint, which indicates the emotional and volitional function of the communicative competence in the personality structure. The above functions provide conscious, motivated behaviour and self-realization of the individual, support the emotional background, strength, focus, develop the ability to solve problems of a professional nature. Sociability, openness to communication and enrichment in the process of interpersonal interaction are the result of the manifestation of the communicative function of the technological competence.

Based on the above, we can conclude that the use of innovative communication management technologies should be based on the technological competence of the modern head, which is a process of in-depth acquaintance with

the scientific foundations of various innovative technologies, including network, development of special practical managerial skills to use these technologies, development of personal qualities for the implementation of professional communications necessary for the work in an innovative educational environment.

The experience and practice have convincingly proved that an effective form of development of the technological competence of the head is the development of his professional communication.

Professional communication is a special kind of professional and business communication in the process of managerial actions, which is a dialogical interaction between the head and the participants in the educational process. Foreign managers (American, English, Japanese) consider the inability of the head to communicate effectively as a major obstacle to achieving the goals of the organization he heads. 86 % of Japanese managers consider the inability of the head to communicate the main obstacle to the successful operation of the institution [1, p. 212].

Effective work with staff is identified by management specialists with the ability to interact with the team and groups of professionals, take into account the motivation and emotional state of the employees, ensure full information exchange, achieve accurate and timely tasks, prevent and resolve conflicts, encourage subordinates to jointly search for ways to effectively achieve goals. Scientists distinguish between functional-role, interpersonal and business communication based on the development of the commu-

nicative competence of the specialist [5, 6].

Functional-role communication takes place at the level of social roles of the partners (head and subordinate, employee and employee, etc.), it is characterized by certain norms, expectations, communication is carried out as if in "role masks". Interpersonal communication is based on common views, ideals, values, motives. This type of communication is mostly emotional in nature and involves an informal relationship. In any team there are groups of employees who communicate on an interpersonal level [1; 2].

Business communication is generated by the needs of joint activities and involves the establishment and development of contacts between them for the common cause, a clear understanding of the purpose. Business communication has some features of both functional-role and interpersonal communication, because it intersects the interests not only of "role masks", but also of specific people. This is communication with colleagues, with subordinates, with the management, with government officials, with parents and others.

Studies have shown that up to 75 % of heads have difficulty in various situations of professional communication. Research in the field of management has shown that 50–90 % of working time the employees of all levels (strategic, tactical, operational) spend on various types of communication [6].

In psychological science, as is well known, there are elementary and complex abilities, general and special, potential and actual, less pronounced and pronounced. From this point of view,



the ability to professional communication is a complex set of values and semantic attitudes, psychological qualities, professional culture. Conferences, meetings, various conversations, discussions, setting and explaining tasks to subordinates, reports to the team and the management, etc. — all these are different forms of professional communication. The most common forms of professional communication of a modern head of an educational institution with the staff and individual employees are a business conversation and a business meeting.

A business conversation is a transfer of information, an exchange of views on certain issues and problems, it is a verbal contact, the initiator of which pursues a certain goal. The conversation serves to quickly solve educational and organizational and pedagogical problems, it is associated with the need to draw conclusions and suggestions based on the analysis of the situation. Examples of professional communication are job interviews and dismissals, analysis of conflict situations, discussion of professional difficulties of the employees. A characteristic feature of business conversations is the feedback effect, which allows the head to respond immediately to the statements of the interlocutor. This is the advantage of business conversation over written communication (business letters, reports, circulars, etc.). For all its familiarity, everyday life (the head interacts with many people in a day) business conversation as a form of professional communication gives a specialist a lot, allowing him to approach the person and the subject of discussion, to express beliefs, listen to objections, critical as-

sessments, suggestions that increase competence, contributes to the awareness of the commonality of the participants of the conversation, as well as the responsibility of the head, his importance in solving the discussed problems and the results of the conversation [4, p. 55].

Each of the experts has probably ever felt the ineffectiveness of the business conversations. The reasons for this are the insufficient level of technological communicative abilities and skills of the head, the mistakes made by him — either in the tactics of conversation, or in the choice of arguments or means of managerial communication.

A modern head should assume that a person remembers better what he heard at the beginning of the conversation, and does what he heard at the end. The best result of the conversation (if you prompted the interlocutor to do something) is when he starts performing immediately after the conversation. If, at the end of the conversation, you decide to talk amicably about something, then this will reduce the effect of previous efforts.

The head must keep in mind that business communication is the basis for the development of the technological competence, and therefore should avoid common mistakes. After such a discussion your colleague will not remember many details of the conversation. It is better to transfer the casual exchange of views “about life” to the beginning of the conversation — to create an atmosphere of friendliness. These rules are universal in the preparation and conduct of business conversations, but each type of conversation has its own characteristics. Consider the

types of business conversations, which include conversations about: employment; assignment of the task (receipt of the task); criticism for unfulfilled (poorly performed) work; dismissal of an employee; conflict situations.

To help the heads of the educational institutions we have developed

special rules governing the preparation of a business conversation and its course. We highlight the typical mistakes in the organization and conduct of business conversations, as well as the basic techniques that ensure their effectiveness (Table 1).

Table 1

**Typical mistakes in organizing and conducting business conversations**

<b>Main types</b>	<b>Typical mistakes</b>	<b>Basic techniques to avoid conflict</b>
Conversation during employment	Idealization of the conditions in which a new employee (teacher) is supposed to work. The future employee is promised some benefits. Do not provide assistance during the adaptation phase	Attract the employee without opening difficulties, show the real benefits and advantages of future work: opportunity for growth and professional development; favourable moments in the working conditions; favourable moral and psychological climate in the team; availability of recreation facilities; availability of children's institutions. Promise full support and help, especially at the beginning. Attach one of the experienced employees to the novice employee at the beginning
Assignments, tasks	The assignment is given in a hurry, passed through a third party, is given to the first person who catches the eye. An ill-considered assignment is given	Combine oral information with written information; tactfully control whether the subordinate performs the task correctly. Record in writing the deadlines, the responsible, the form of work and reporting on it
Criticism for bad work	No explanation is provided. Switch to a raised tone. It is not the act that is criticized, but the person. Criticized in front of witnesses	First of all, listen to the explanation. Keep the tone even. Before criticizing, find something to praise. Criticize the act, not the person. Do not look for some one to blame. Do not blame, but look for a solution together. Do not criticize in front of witnesses. Remember: nothing is more disarming than the terms and offer of an honourable surrender
Conversation during dismissal	The main mistake is to refuse a conversation at all or not understand the purpose of such a conversation: find out the real reason for dismissal; get an evaluation of the work he/she is leaving	Choose the most favourable time for a conversation (the morning of the last day of his/her work). Formulate specific goals. Achieve an atmosphere of mutual trust. Adjust the direction of the conversation with the help of questions: "open" – which can not be answered unequivocally: "What do you think?"; "Your opinion?"; "Your suggestions?"; "How do you explain this?"

An important factor in the effectiveness of the business conversations is the formation of professional communicative qualities of the participants, especially the head who organizes the conversation. Thus, special importance is attached to the ability to listen: to be attentively silent and to be a passive interlocutor; actively listen, subordinating your conversation to the disclosure of the interlocutor; assess the situation: where you need a passive and where an active listener, and become one or the other at the right time. These skills, their improvement – a rather complex, albeit necessary process in the development of communicative relations. The effectiveness of the perception of the head's speech and, in general, managerial communication as a whole depends on them.

The effectiveness of the professional communication, as the basis for the development of the technological competence of the educational institution, during business conversations is determined by the extent to which the specialist has the basic techniques of reflexive and non-reflexive listening. At the same time, it is useful to know and use an arsenal of techniques that increase the effectiveness of the professional communicative competence as a perception of what is heard (Table 2).

The conditions for effective speech perception include:

1. Rules of mutual arrangement of the partners – experts (in particular, I. Atvarter) offer the following limits of admissible distance between the interlocutors:

- a) personal (especially trusting) relationships – a distance of up to half a meter;
- b) conversations with friends – from 0,5 to 1,2 m;
- c) informal social business relations – 1,2–3,7 m (the more formal the relationship, the greater the distance);
- d) public speeches – up to 4 m.

As the distance increases, the role of the gaze in maintaining contact increases. At close distance it is inappropriate to look at each other: the interlocutors are already looking at each other in turn. Naturally, each community has its own norms and traditions (including the distance between the interlocutors).

2. Feedback rules organization – answers to the question “How do you hear what’s being reported?” This requires:

- a) avoid inaccurate, ambiguous definitions (soon, these days, in short time, etc., because the misreading of these words removes responsibility for the result);

Table 2

**Conditions for effective speech perception**

<b>Ways of perception</b>	<b>Techniques of perception of what is heard</b>
Non-reflexive listening	Listening (attentive silence). Minimum answers. Minimum questions
The language of nonverbal communication	Facial expressions. Changing the pitch and intonation. Poses and gestures
Perception	Partner location and feedback

- b) if necessary to specify (what date, in how many days, at what time, etc.);
- c) ask clarifying or control questions on the merits (use the techniques of reflexive listening described above).

At the same time it is important not to interrupt the contact of gazes, to concentrate entirely on the conversation, not to be distracted. It is extremely tactless to do anything else during the conversation, for the head (and any interlocutor) it is unacceptable. Haste and impatience, which are often manifested in the behaviour of the head, are also unacceptable. This manner can be perceived by the interlocutor as doubts about his abilities, as complete disregard for him and even contempt. By actively listening, concentrating on the needs of the interlocutor, expressing understanding and compassion, the head, of course, can approach the forms of effective management communication as a business meeting.

In conducting business meetings (as well as business conversations), it is useful for the head to avoid mistakes when building his own speech, namely: not being able to organize his thoughts before expressing them; speaks spontaneously, hoping, or rather, demanding that others “catch up” with him; the use of wording, special terms that may be completely incomprehensible to the interlocutor; the speech is very long, he wants to present a lot of information using extremely complex constructions, the listeners do not remember what happened at the beginning by the end of the sentence. Research has shown that 50% of adults do not understand the meaning of a phrase if it contains more

than 13 words, and seven-year-olds have difficulty understanding phrases composed of more than 8 words;

3) desire to cover a lot of problems in one sentence;

4) continuation of the conversation, even if the interlocutors do not respond to his speech (lost the essence of the conversation and interest in it);

5) speaking, not paying attention to the remarks of the interlocutors, not accepting their gestures, short arguments, and hence – themselves.

**Conclusions and prospects of the research.** The theoretical analysis of the research problem provided an opportunity to reveal the concept of technological competence of the modern head and justify its importance for the effective use of communication in his management. Thus among the conditions and factors of the technological competence some leading are established: a set of knowledge in the field of public management and administration; skills and abilities of the head of business communication, business conversation, business meeting; ability to adequately and fully perceive themselves and other people.

Thus, the technological competence of the modern head is of great importance in the management of the public administration and is considered as its main component of communicative competence.

Therefore, it is important during the period of study of the students in higher education institutions, along with the study of basic disciplines, to form in students, to develop in specialists in the public administration technological communicative competence.

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# EXPERT SURVEY AS A TOOL FOR RESEARCH OF THE SATISFACTION OF WORKING CONDITIONS OF THE MEDICAL WORKERS OF THE MUNICIPAL NON-COMMERCIAL ENTERPRISE “CENTER FOR PRIMARY HEALTH CARE NO. 2” OF SVYATOSHYSKY DISTRICT OF KYIV

**Abstract.** In 2018 the transformation of primary healthcare and the autonomy of healthcare facilities began. In many developed countries around the world primary care, namely family doctors, addresses the majority of patients' referrals, which is effective because it helps prevent many diseases before they require complex, expensive and not always successful treatment.

It has been determined that in the conditions of transformation of the healthcare sector the pressing issues for today are the development of human resources of the healthcare sector, in particular improvement of working conditions of the medical staff at the primary level of providing medical care.

It has been established that there is a need to analyze the needs of working conditions of the medical staff providing primary healthcare, which involves the complex application of both direct and indirect methods of obtaining statistical information.

The article is devoted to the research and determination of satisfaction of working conditions of the medical workers of the Municipal non-commercial enterprise “Center of Primary Health Care No. 2” of Svyatoshynsky district of Kyiv with the help of expert survey.

The article emphasizes the importance of developing and approving the “Regulation on the system of motivation and stimulation of work of the medical workers of the Municipal non-commercial enterprise “Center of Primary Health Care No. 2” of Svyatoshynsky district of Kyiv” as a normative-legal act regulating the management actions and relationships of motivation and stimulation of the work of the medical staff.

It is proved that in the conditions of transformation of the healthcare sector it is important to monitor and evaluate the activities of CPHC No. 2 as a whole, the structural units and the personal of each healthcare worker, in particular, as well as to analyze the work of CPHC No. 2 on the quality of care delivery by developing questionnaires for patients on the level of satisfaction of the provided medical services and introduction of an anonymous questionnaire for users of services in order to determine the level of satisfaction of the patients with the level of qualification of the medical staff and others.

**Keywords:** healthcare workers, healthcare management, healthcare policy, motivation and stimulation of work of the medical staff, management of the staff in a healthcare facility.



## **ЕКСПЕРТНЕ ОПИТУВАННЯ ЯК ІНСТРУМЕНТ ДЛЯ ДОСЛІДЖЕННЯ ЗАДОВОЛЕНОСТІ УМОВАМИ ПРАЦІ МЕДИЧНИХ ПРАЦІВНИКІВ КОМУНАЛЬНОГО НЕКОМЕРЦІЙНОГО ПІДПРИЄМСТВА “ЦЕНТР ПЕРВИННОЇ МЕДИКО-САНІТАРНОЇ ДОПОМОГИ № 2” СВЯТОШИНСЬКОГО РАЙОНУ м. КИЄВА**

**Анотація.** У 2018 році розпочалася трансформація первинної медичної допомоги та автономізація закладів охорони здоров'я. У багатьох розвинених країнах світу первинна медична допомога, а саме сімейні лікарі вирішують більшість звернень пацієнтів, що є ефективним, адже допомагає запобігати багатьом хворобам до того, як вони потребуватимуть складного, дорогого і не завжди успішного лікування.

Визначено, що в умовах трансформації сфери охорони здоров'я актуальними питаннями на сьогодні є розвиток кадрового забезпечення сфери охорони здоров'я, зокрема покращення умов праці медичного персоналу на первинному рівні надання медичної допомоги.

Встановлено, що виникає необхідність в аналізі потреб задоволеності умовами праці медичного персоналу, які надають первинну медичну допомогу, що передбачає комплексне застосування як безпосередніх, так і опосередкованих методів отримання статистичної інформації.

Досліджено та визначено чи задоволені умовами праці медичні працівники Комунального некомерційного підприємства “Центр первинної медико-санітарної допомоги № 2” Святошинського району м. Києва на основі експертного опитування.

Наголошено на важливості розроблення та затвердження “Положення про систему мотивації та стимулювання праці медичних працівників Комунального некомерційного підприємства “Центр первинної медико-санітарної допомоги № 2” Святошинського району м. Києва” як нормативно-правового акту, що регламентує управлінські дії і взаємини щодо мотивації та стимулювання праці медичного персоналу.

Доведено, що в умовах трансформації сфери охорони здоров'я важливим є здійснення моніторингу та оцінка діяльності ЦПМСД № 2 загалом та структурних підрозділів і персонально кожного медичного працівника зокрема, а також проведення аналізу роботи ЦПМСД № 2 щодо якості надання медичної допомоги шляхом розроблення анкети для пацієнтів щодо рівня задоволеності наданих медичних послуг та запровадження процедури анонімного анкетування споживачів послуг з метою визначення ступеня задоволеності пацієнтів рівнем кваліфікації медичних працівників тощо.

**Ключові слова:** медичні працівники, управління у сфері охорони здоров'я, кадрова політика в охороні здоров'я, мотивація та стимулювання праці медичного персоналу, управління персоналом в закладі охорони здоров'я.

## **ЭКСПЕРТНЫЙ ОПРОС КАК ИНСТРУМЕНТ ДЛЯ ИССЛЕДОВАНИЯ УДОВЛЕТВОРЕННОСТИ УСЛОВИЯМИ ТРУДА МЕДИЦИНСКИХ РАБОТНИКОВ КОММУНАЛЬНОГО НЕКОММЕРЧЕСКОГО ПРЕДПРИЯТИЯ “ЦЕНТР ПЕРВИЧНОЙ МЕДИКО-САНИТАРНОЙ ПОМОЩИ № 2” СВЯТОШИНСКОГО РАЙОНА г. КИЕВА**

**Аннотация.** В 2018 году началась трансформация первичной медицинской помощи и автономизация учреждений здравоохранения. Во многих развитых странах мира первичная медицинская помощь, а именно семейные врачи решают большинство обращений пациентов, что является эффективным, ведь помогает предотвращать многие болезни до того, как они будут нуждаться в сложном, дорогом и не всегда успешном лечении.

Определено, что в условиях трансформации области здравоохранения актуальными вопросами сегодня является развитие кадрового обеспечения здравоохранения, в частности улучшение условий труда медицинского персонала на первичном уровне оказания медицинской помощи.

Установлено, что возникает необходимость в анализе потребностей удовлетворенности условиями труда медицинского персонала, оказывающих первичную медицинскую помощь, предусматривающую комплексное применение как непосредственных, так и опосредованных методов получения статистической информации.

Исследовано и определено удовлетворены ли условиями труда медицинские работники Коммунального некоммерческого предприятия “Центр первичной медико-санитарной помощи № 2” Святошинского района г. Киева с помощью экспертного опроса.

Подчеркнуто важность разработки и утверждения “Положения о системе мотивации и стимулирования труда медицинских работников Коммунального некоммерческого предприятия “Центр первичной медико-санитарной помощи № 2” Святошинского района г. Киева” как нормативно-правового акта, регламентирующего управленческие действия и взаимоотношения по мотивации и стимулированию труда медицинского персонала.

Доказано, что в условиях трансформации области здравоохранения важным является осуществление мониторинга и оценки деятельности ЦПМСД № 2 в целом и структурных подразделений и персонально каждого медицинского работника в частности, а также проведения анализа работы ЦПМСД № 2 по качеству оказания медицинской помощи путем разработки анкеты для пациентов по уровню удовлетворенности предоставленных медицинских услуг и внедрение процедуры анонимного анкетирования потребителей услуг с целью определения степени удовлетворенности пациентов уровнем квалификации медицинских работников и т. п.

**Ключевые слова:** медицинские работники, управление в области здравоохранения, кадровая политика в здравоохранении, мотивация и стимулирование труда медицинского персонала, управление персоналом в учреждении здравоохранения.

**Formulation of the problem.** The transformation of the healthcare system has been put to the forefront of reforms, as the current state of the nation's healthcare policy has a number of problems, as the preconditions for a real threat to public health arise. In 2018 the transformation of primary care and the autonomy of healthcare facilities began. In many developed countries of the world, primary care, namely family doctors, handles the majority of patients' referrals. This is effective because it helps prevent many diseases before they require complex, expensive and not always successful treatment [1].

Therefore, pressing issues today are the development of healthcare staff, including improving the working conditions of the medical staff at the primary level of care.

In this regard, there is a need to analyze the needs of healthcare staff that provide primary care, which involves the comprehensive application of both direct and indirect methods of obtaining statistical information [2].

**Analysis of the recent research and publications.** Questionnaire is the most popular method of quantitative sociological research [3]. H. Dvoretzka notes that among the main methods of sociological research the special place is the questionnaire, which gives the most objective results [4]. O. Braichenko, T. Sachenko, N. Konyashyna determine that among other sources of information preparation are the methods of survey and questioning [5].

We agree with T. Lukina that questioning is one of the types of survey that involves respondent filling in a special questionnaire with questions, which

has become widespread especially in recent years in connection with the activation of civil processes around the world, the formation of open civil society, conducting a large number of opinion polls, etc. [6].

B. Savchenko and A. Danilenko emphasize the importance of questioning and its role in the sociological research, because it is used to simulate different experimental situations in order to obtain information directly from the specialist; to find out his opinion on various issues of collective activity, first of all, concerning what was not reflected in the official documents, in the results of observation and other methods of research [7].

**Purpose of the article.** Determination of satisfaction of working conditions of the medical workers of the Municipal non-commercial enterprise "Center of Primary Health Care No. 2" of Svyatoshynsky district of Kyiv (hereinafter — CPHC No. 2) by means of expert survey.

Presentation of the main material. The satisfaction of the healthcare workers with work affects the quality of healthcare. In addition, the satisfaction of healthcare workers is a criterion for the effectiveness of the personnel management in a healthcare facility [8].

The peculiarity of the problem of creating motivation for qualitative fulfillment of their professional duties among medical workers is that in the conditions of transformation of the healthcare system the existing mechanisms of labour organization become ineffective, and new ones must go through a difficult path of formation, which is the basis of an effective system of work

with the staff aimed at the formation and development of professional skills, to provide opportunities for their implementation [9].

By examining employee satisfaction, the management receives information about the strength of staff commitment to the organization in which he operates, including the healthcare facility [10]. Therefore, determining the level of employee satisfaction should be a priority of the personnel management system [11].

The purpose of the expert survey is to obtain the necessary information reflected in the knowledge, opinions and evaluations of the respondents that are competent persons who have deep knowledge of the subject or object of the research and have valuable practical experience in a particular field [12].

Thus, by means of an expert survey by the method of questioning can demonstrate the algorithm of conducting a survey of satisfaction with the working conditions of healthcare workers providing primary medical care and identifying measures to improve the mechanisms of improving the working conditions.

Thus, in the period from November to December 2019 an expert survey was conducted on the satisfaction with the working conditions of the medical workers of the CPHC No. 2.

The questionnaire was used as a tool that included the socio-demographic characteristics of the respondents and the criteria that influence the level of satisfaction of healthcare workers with the working conditions. The survey asked the respondents to answer the questions with detailed answers to

open-ended questions, as well as questions with specific options for answering them.

In total 101 respondents took part in the survey – medical workers of CPHC No. 2, including women – 91,1 %, men – 1 % (7,9 % did not specify gender); age of the respondents: 18–24 years – 1 %; 25–35 years – 18,8 %; 36–49 years – 37,9 %; 50–59 years – 11,9 %; 60 years and older – 19,8 % (10,9 % did not specify age); education of the respondents: incomplete secondary school – 1 %, medical secondary school – 24,8 %, professional secondary school – 14,9 %, incomplete higher – 1 %, higher – 58,4 %; category of the medical staff: junior medical staff – 2 %, secondary medical staff – 43,6 %, doctor – 36,6 %, head of the outpatient clinic of general practice of family medicine – 2 % (15,8 % did not specify the category); respondents' work experience in the medical center: less than a year – 5,9 %, 1–3 years – 5 %, 3–7 years – 17,8 %, 7–15 years – 12,9 %, more than 15 years – 47,5 % (see Table 1).

Based on the results of the expert survey we can draw the following conclusions.

The study of the motivation and stimulation of work of the healthcare workers showed that 71 % of respondents agree that wages at the enterprise are paid on time and in full. At the same time 51 % of respondents are dissatisfied with their wages. 39 % believe that they will be rewarded with high performance, and 55 % are not sure. 46 % – believe that being responsible by attitude to work – the initiative is encouraged, and 77 % of respondents have the opportunity to receive additional trai-

**Table 1**

**Socio-demographic characteristics of the respondents – medical workers of the CPHC No. 2**

1	Gender:	Woman – <b>92</b>			Man <b>1</b>	
2	Your age:	18–24 years <b>1</b>	25–35 years <b>19</b>	36–49 years <b>38</b>	50–59 years <b>12</b>	60 years and older <b>20</b>
3	Your education:	Incomplete secondary <b>1</b>	Secondary medical <b>25</b>	Secondary professional <b>15</b>	Incomplete higher <b>1</b>	Higher <b>59</b>
4	Category of medical staff	Junior medical staff <b>2</b>		Secondary medical staff <b>44</b>	Doctor <b>37</b>	Head of the OCGPFM <b>2</b>
5	Work experience in the medical center	Less than 1 year <b>6</b>	1–3 years <b>5</b>	3–7 years <b>18</b>	7–15 years <b>13</b>	More than 15 years <b>48</b>

ning, which helps to perform the work at a higher level (Fig. 1).

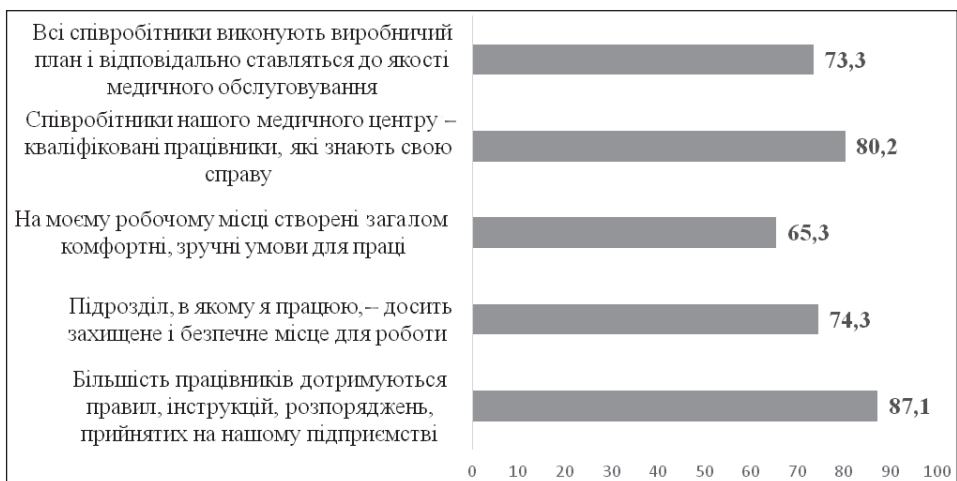
Almost all the respondents (87 %) believe that CPHC No. 2 employees adhere to the rules, instructions and regulations adopted at the healthcare facility. 74 % believe that the unit in which they work is a reasonably secure and safe place to work. In the workplace comfortable working conditions are created – consider 65 %. 80 % of

respondents believe in the high qualification of the employees. 73 % of respondents believe that all employees carry out the production plan and are responsible for the quality of healthcare (Fig. 2).

Table 2 illustrates the level of corporate culture in CPHC No. 2. Thus, 64 % of respondents believe that the team is friendly and close-knit. In case of contradictions or conflicting points in



**Fig. 1. Level of motivation and stimulation of work of the healthcare workers of the CPHC No. 2 (%)**



**Fig. 2. Satisfaction with working conditions and observance by the medical workers of the current normative-legal acts regulating activity of the CPHC No. 2 (%)**

the group, 71 % of respondents always manage to overcome the differences. 76 % consider themselves to be a member of the unified team of CPHC No. 2. 79 % of respondents believe that interaction with the immediate leader is built freely and openly. 58 % of respondents believe that the leadership of CPHC No. 2 builds with the employees fair, open relations.

The communicative connections in the CPHC No. 2 allowed the survey method to reveal the following data: 61 % of respondents were informed about different aspects of the Center's life and activities. Only up to 60 % of the required business information is communicated in a timely, clear and neatly manner. 75 % know exactly what results the management expects

*Table 2*

**Level of corporate culture in the CPHC No. 2**

№	Assertion of the questionnaire	Agree		Not sure		Disagree	
			%		%		%
1	Our medical Center has a friendly and close-knit team	65	64,4	27	26,7	5	4,9
2	When there are conflicts in the team or conflicting moments, we almost always manage to overcome our differences	72	71,3	24	23,8	5	4,9
3	I can say for myself that I am a member of an unified team of our Center	77	76,2	15	14,9	5	4,9
4	My interaction with the immediate manager is built freely and openly	80	79,2	16	15,8	5	4,9
5	The leadership of the medical center builds fair, open relationships with the staff	59	58,4	28	27,7	11	10,9



from their work. Only 56 % have sufficient capacity to express their opinion on emerging issues or problems to the immediate manager and senior management (Fig. 3).

### Conclusions and suggestions.

Thus, the conducted expert survey on satisfaction with the working conditions of the medical workers of the CPHC No. 2 gives grounds to conclude that, in general, the healthcare workers are satisfied with the existing working conditions. Thus, 58 % of respondents are ready to recommend work in our institution to their friends and relatives. 60 % of respondents will refuse to offer to work elsewhere with the same working conditions and wages. 68 % of respondents believe that they have everything they need to do their work in the best way. That the management of our Center does everything possible to provide decent working conditions are sure 72 % of respondents. 73 % believe that the Center pays sufficient attention to young workers. 59 % of respondents are satisfied with the work and 81 % plan to work in our institution for at least 12 months. 60 % are proud to

work at the CPHC No. 2. According to 71 % the colleagues with whom the respondents work do full-time work.

The survey also highlighted weaknesses in the staff motivation and stimulation processes. Thus, only 45 % in the last 6 months have received praise from their leader for their good work, only 52 % of respondents consider the CPHC No. 2 an excellent place of work, which allows to distinguish for the leaders of the CPHC No. 2 the directions of improvement of the activities for improvement and creation of conditions for formation of work satisfaction for the medical workers.

At the same time, 82 % of healthcare workers are ready to make additional efforts to participate in the improvement of the CPHC No. 2, which has a positive dynamic.

We believe that it is necessary to develop and approve the “Regulations on the system of motivation and stimulation of work of the medical workers of the Municipal non-commercial enterprise “Center of Primary Health Care No. 2” of Svyatoshynsky district of Kyiv” as a normative-legal act regula-

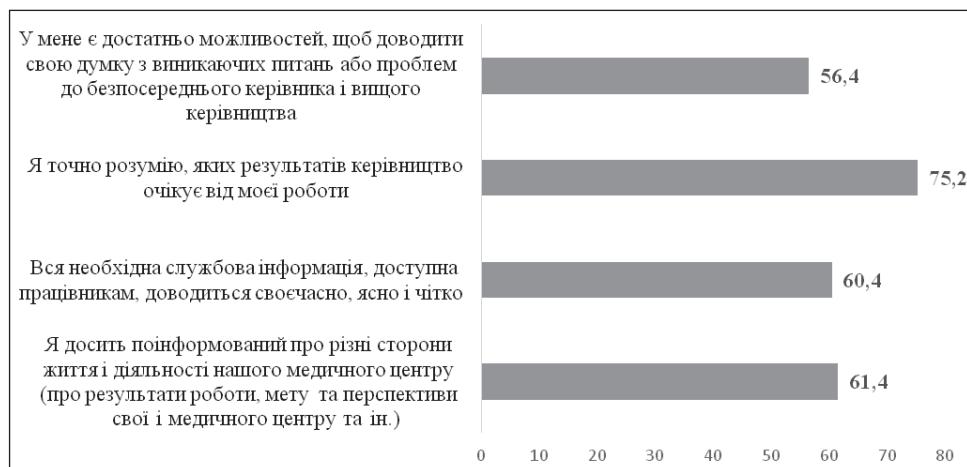


Fig. 3. Communicative connections in the CPHC No. 2 (%)

ting the managerial actions and relationships regarding motives and stimulating the work of the medical staff.

In the context of the transformation of the healthcare sector, it is advisable to monitor and evaluate the activities of the CPHC No. 2 as a whole, of the structural units and the staff of each healthcare worker, in particular, and to analyze the work of the CPHC No. 2 on the quality of care delivery by developing a questionnaire for patients regarding the level of satisfaction of the provided medical services and the introduction of an anonymous questionnaire of users of the services in order to determine the degree of satisfaction of the patients with the level of qualification of the medical workers, etc.

The prospects for further research are to perform a comparative analysis of healthcare workers' satisfaction with the working conditions and patients' satisfaction with the provision of medical care at the CPHC No. 2.

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## MECHANISM AND INSTRUMENTS OF MEDICAL INSTITUTE'S MEDICAL INSTITUTE MANAGEMENT IN CONDITIONS OF HEALTH REFORM

**Abstract.** The article examines the features of modern reform of the national healthcare industry and features of public administration in this field, identifies the main problems in healthcare system of Ukraine from point of view of the population. The significant changes in healthcare industry since the reform adoption, as well as process of preparation and certain features of process of reorganization of healthcare institution into municipal non-profit organization are analyzed. The advantages, risks and obstacles in the work of healthcare institution as municipal non-profit organization are considered, and the directions for

cost optimization are determined. It is noted that the problems of management in healthcare system should be studied and basic competencies necessary for manager of modern municipal non-profit organization are considered. The differences between financial and management accounting of municipal non-profit organization and stages of implementation of management accounting are analyzed. The study proved that healthcare industry transformation is not possible without institutional transformations contributing to further development of basic social, political and economic institutions of our society, and healthcare is considered as a system of interdependent economic systems and public administration mechanisms.

In terms of healthcare industry reform, the existing organizational technologies for preparing healthcare institutions to change the legal form from state-financed institutions into municipal non-profit organizations (as a mandatory prerequisite for implementation of new healthcare system defined at the legislative level) are unfortunately imperfect, but ready to function in a competitive environment. Each modern municipal non-profit organization is unique, has its own organizational structure and list of services, so the management accounting structure should be clear, with the right accounting policy and reliable information, contribute to the right management decision for cost optimization, increase in profitability by introducing new health services and improvement of health service quality. It is concluded that existing organizational technologies for preparing healthcare institutions to change the legal form from state-financed institutions into municipal non-profit organizations are imperfect, but ready to function in a competitive environment.

**Keywords:** healthcare industry, municipal non-profit organization, reform, management, social and economic development, management and accounting, development, health services.

## **МЕХАНІЗМ ТА ІНСТРУМЕНТИ МЕНЕДЖМЕНТУ МЕДИЧНОГО ЗАКЛАДУ КОМУНАЛЬНОГО НЕПРИБУТКОВОГО ПІДПРИЄМСТВА В УМОВАХ РЕФОРМИ ОХОРОНИ ЗДОРОВ'Я**

**Анотація.** Досліджено особливості сучасної реформи національної сфери охорони здоров'я та особливості державного управління в цій галузі, визначено основні проблеми в системі охорони здоров'я України з точки зору населення. Проаналізовано суттєві зміни в медичному секторі з прийняттям реформи, процес підготовки та певні особливості процесу перетворення ЗОЗ у КНП. Розглянуто переваги, ризики та перепони в роботі закладу охорони здоров'я у якості комунального некомерційного підприємства, визначено напрями оптимізації витрат. Вказано на необхідність дослідження проблем менеджменту в системі охорони здоров'я та розглянуто основні компетенції, необхідні менеджеру сучасного КНП. Проаналізовано відмінності фінансового та управлінського обліку КНП та етапи впровадження управлінського обліку. Доведено, що трансформація медичної галузі неможлива без існуючих інституційних перетворень, що сприяють подальшому розвитку базових

соціальних, політичних й економічних інститутів нашого суспільства, а охорона здоров'я розглядається як система взаємопов'язаних економічних систем та механізмів державного управління.

В умовах реформування сфери охорони здоров'я існуючі організаційні технології підготовки медичних закладів до зміни організаційно-правової форми з бюджетних установ у КНП (як визначеної на законодавчому рівні обов'язкової передумови впровадження якісно нової системи системи охорони здоров'я) виявляються на жаль недосконалими, але готовими до функціонування в конкурентному середовищі. Кожне сучасне КНП є унікальним, має свою організаційну структуру та перелік послуг, тому структура управлінського обліку повинна бути зрозумілою, з правильно обраною обліковою політикою, вірогідною інформацією, сприяти правильним управлінським рішенням для оптимізації витрат, збільшення дохідності шляхом впровадження нових медичних послуг та підвищення якості медичного обслуговування. Зроблено висновок, що існуючі сьогодні організаційні технології підготовки медичних закладів до зміни організаційно-правової форми з бюджетних установ у КНП виявляються недосконалими, але готовими до функціонування в конкурентному середовищі.

**Ключові слова:** сфера охорони здоров'я, КНП, реформа, менеджмент, соціально-економічний розвиток, управлінський та бухгалтерський облік, розвиток, медичні послуги.

## **МЕХАНИЗМ И ИНСТРУМЕНТЫ МЕНЕДЖМЕНТА МЕДИЦИНСКОГО УЧРЕЖДЕНИЯ КОММУНАЛЬНОГО НЕПРИБЫЛЬНОГО ПРЕДПРИЯТИЯ В УСЛОВИЯХ РЕФОРМЫ ЗДРАВООХРАНЕНИЯ**

**Аннотация.** Исследованы особенности современной реформы национальной сферы здравоохранения и особенности государственного управления в этой области, определены основные проблемы в системе здравоохранения Украины с точки зрения населения. Проанализированы существенные изменения в медицинском секторе с принятием реформы, процесс подготовки и определенные особенности процесса преобразования УЗ в КНП. Рассмотрены преимущества, риски и препятствия в работе учреждения здравоохранения в качестве коммунального некоммерческого предприятия, определены направления оптимизации затрат. Указано на необходимость исследования проблем менеджмента в системе здравоохранения и рассмотрены основные компетенции, необходимые менеджеру современного КНП. Проанализированы различия финансового и управленческого учета КНП и этапы внедрения управленческого учета. В исследовании доказано, что трансформация медицинской отрасли невозможна без существующих институциональных преобразований, способствующих дальнейшему развитию базовых социальных, политических и экономических институтов нашего общества, а здравоохранение рассматривается как система взаимосвязанных экономических систем и механизмов государственного управления.



В условиях реформирования сферы здравоохранения существующие организационные технологии подготовки медицинских учреждений к изменению организационно-правовой формы бюджетных учреждений в КНП (как определенной на законодательном уровне обязательной предпосылки внедрения качественно новой системы здравоохранения) к сожалению оказываются несовершенными, но готовыми к функционированию в конкурентной среде. Каждое современное КНП является уникальным, имеет свою организационную структуру и перечень услуг, поэтому структура управленческого учета должна быть понятной, с правильно выбранной учетной политикой, достоверной информацией, способствовать правильным управленческим решениям для оптимизации расходов, увеличения доходности путем внедрения новых медицинских услуг и повышения качества медицинского обслуживания. Сделан вывод, что существующие сегодня организационные технологии подготовки медицинских учреждений к изменению организационно-правовой формы бюджетных учреждений в КНП оказываются несовершенными, но готовыми к функционированию в конкурентной среде.

**Ключевые слова:** сфера здравоохранения, КНП, реформа, менеджмент, социально-экономическое развитие, управленческий и бухгалтерский учет, развитие, медицинские услуги.

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**Problem statement.** Under current conditions, the national healthcare industry embarked on a path of transformation, so mechanisms of industry management and development of healthcare system are becoming the most controversial issues. The human health remains the main reference point for creating and improving the national healthcare industry. That is why the aspects of reform, problems of organization, functioning and management play a leading role in social and economic development of the country. Today, one of the main tasks of healthcare institutions is to find effective ways to manage processes providing human potential, which are impossible without effective management and competent personnel who is willing to improve itself. The solution of these issues is somewhat constrained by the uncertainty of human

health dynamics and results of healthcare intervention, that is why the significant attention during reforms should be paid to the health service quality that is related to human health and life. The only way to effectively solve the quality problem is to optimize the healthcare system management at all levels, as it is the development and improvement of management of a certain municipal non-profit organization, its adaptation to a specific situation that is one of the main directions for improving the performance of healthcare institutions. Therefore, the need to develop a mechanism for municipal non-profit organization management results from requirements of current healthcare system of Ukraine.

**Analysis of recent studies and publications.** The principles of healthcare industry reform, functioning of mecha-

nisms of state and managerial impact and transformational change of municipal non-profit organizations were studied by Y. Voronenko [1], N. Hoida [2], D. Karamyshev [3], V. Lobas [4], V. Lekhan [5], N. Solonenko [6] and others. The frameworks of state regulation of healthcare system are studied in the works by N. Kryzyna [7], V. Lazoryshynets [8], P. Naduk [9], V. Moskalenko [10] and other. The issues of healthcare institution management, influence of the level of personnel development and training on its profitability are covered by the following scientists: O. Datsii [11], L. Zhalilo [12], O. She-miakova [13] and others.

**Purpose of study:** to analyze the current stage of development of healthcare industry, to determine the features of healthcare institution activities under conditions of changing their status to municipal non-profit organizations, to investigate changes in accounting methods, management and to analyze the ways to improve competitiveness under current conditions.

**Presentation of main study material.** The current stage of development of healthcare system of Ukraine is characterized by search for innovative and modern approaches and ways to provide qualitative health services, improve them to meet expectations and improve health of citizens, which contributes to economic and GDP growth. Under conditions of rapid innovative development of society, the result of effective work of healthcare industry is a person ensuring the competitiveness of the economy, promoting development of high technologies and high level of material and spiritual life of citizens. There is a certain problem with mecha-

nisms of public administration of industry and healthcare institutions, so the study of systemic changes in healthcare, their development and modernization is extremely necessary.

The educational and scientific publication “Public administration of healthcare system reform in Ukraine” offers the following definition of public healthcare administration – “set of national decisions or commitments to preserve and strengthen the physical and mental health and social well-being of the population as the most important component of its national wealth by implementing a set of political, organizational, economic, legal, social, cultural, scientific and healthcare measures to preserve the gene pool of Ukrainian nation, its humanitarian potential and consideration of requirements of present and future generations in the interests of both a particular person (individual) and society as a whole [14, p. 7]. At the top levels of public healthcare administration, the problems arise primarily due to weak development of the industry and/or main spheres of public health and setting of new development goals (development problems), as well as due to crisis scenarios (crisis problems) [15, p. 13].

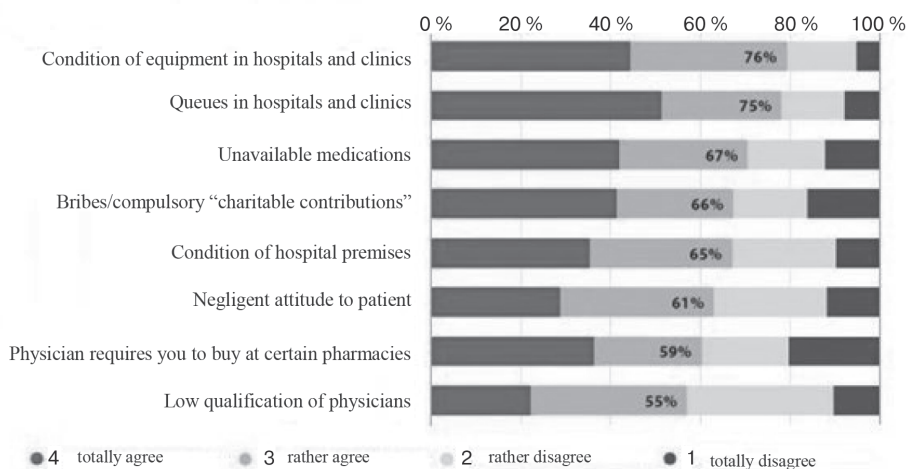
In modern Ukraine, considerable attention is paid to ensuring the proper level of public health, as noted in strategic documents of international, European and national levels, where the main goal is actions and tasks aimed at preserving and strengthening health, providing population with accessible and high-quality healthcare according to level of technological development of healthcare institutions, real needs of the population in compliance with

principles of equality and justice [16, p. 12]. The WHO Regional Committee for Europe in its concept “Health 2020: a European policy framework and strategy for the 21<sup>st</sup> century” notes that it is necessary to create new systems of collective leadership to support the innovative approaches to social mobilization for fair, sustainable and responsible development of healthcare system [17]. The good human health is an invaluable resource of the state, so public healthcare authorities and ministries of health should act as initiators of intersector interaction, using all mechanisms and functions, as representatives and defenders of human interests [17]. The tasks of strategic management include: setting criteria for improving the healthcare institution performance, increase in accountability and transparency, full participation of patients in healthcare system management to ensure a unified policy and achieve national goals in healthcare industry.

According to Strategy 2020, the priority reforms include system patient-

oriented healthcare reform, which is able to provide health services to all citizens of Ukraine at the level of developed European countries [18]. The need to reform the healthcare industry is stipulated by the World Bank project “Improving the human health” [19], Memorandum between Ukraine and International Monetary Fund on economic and financial policy concluded in connection with signing of a four-year extended agreement within the frame of the Extended Fund Facility (EFF) of the International Monetary Fund (February–March 2015) [20], National strategy for creating a new healthcare system in Ukraine for 2015–2020 [21], other legal acts and program documents on healthcare reform in Ukraine. The processes of healthcare industry transformation under current conditions relate to organizational, regulatory and economic mechanisms of activities.

According to results of GfK Ukraine study, 18 million Ukrainians go to the hospital every year, 93 % of them pay in these hospitals out of their own pocket,



**Fig. 1. Problems in healthcare system of Ukraine according to opinion of the population**

so they consider the problems shown in Fig. 1 to be significant [22].

The World Bank estimates that health expenses of Ukrainian amounts to 3,5 % of Ukraine's GDP. The life expectancy of Ukrainians, which is a determining indicator of healthcare level, is one of the lowest in Europe, as our country ranks 104<sup>th</sup> among 183 countries [23]. Thus, decision of the Verkhovna Rada of Ukraine in October 2017 on initiating healthcare reform defined a new stage in the development of healthcare industry. From January 1 of this year, the healthcare will be provided according to the Law of Ukraine "On State Financial Guarantees of Public Health Care".

The reform aims to rethink the essence of competition and create necessary conditions for constructive competition (providing reliable information, determining the right incentives and optimum timeframes).

It contributes to the following significant changes:

- since 2018, Ukrainians choose their own physician and sign contracts of intent to undergo treatment;
- funds provided by the state to physician per patient (adult – 370 UAH/year, child – 740 UAH/year), as well as financing of necessary analyses is free of charge;
- free medical care includes primary, emergency and palliative care, as well as pregnancy follow-up and childbirth;
- salary of physician depends on the number of patients who have signed a service contract with them (legislation has a certain limit on the number of patients – no more than 2000 people per physician);

- medical care in state and municipal healthcare institutions is provided free of charge;

- according to the draft law № 6327, medical care to citizens is provided always and in full at the expense of the state budget;

- at the secondary and tertiary levels, the state guarantees 100 % payment for medical care, other health services and medicines included in treatment and defined by the program of medical guarantees [24].

The following types of state property transformation are considered to modernize the mechanisms of economic impact: privatization, autonomy and creation of public and private partnerships. According to the Law of Ukraine № 2002-19 "On amendments to some legislative acts of Ukraine concerning improvement of legislation on health care", reorganization of state and municipal healthcare institutions involves change of legal status and enables them to change the clause-by-clause income and expenditure budget for work based on the contract-agreement on public procurement of health services included in the package of health services guaranteed by the state. This package is purchased by budget managers for the needs of their community, is formed by the National Health Service of Ukraine and approved by the Cabinet of Ministers of Ukraine [25]. Thus, territorial communities can independently decide whether to change the ownership of healthcare institutions, while the existing network of healthcare institutions is not reduced and is not subject to privatization [26]. The process of reorganizing all levels of healthcare institu-

tions in Ukraine will continue until the end of 2020.

When reorganizing healthcare institution into municipal organization, it is recommended to use Methodological recommendations on reorganization of healthcare institutions from state-financed institutions into municipal organizations [27]. They provide approaches to a certain model of relations aimed at creating municipal non-profit organization (MNPO) as a result of reorganization of existing institution, consider legal regulation of activities of municipal non-profit organizations and financing mechanisms. The reorganization of healthcare institutions into municipal non-profit organizations increases the economic and financial autonomy (independence) and managerial flexibility of municipal healthcare institutions, creates incentives for them to improve the quality of health services for population and at the same time to increase the economic efficiency of using assets, as well as prevents possible excessive tax burden on municipal healthcare institutions and excludes possibility of their bankruptcy and reduction of existing network of municipal healthcare institutions [27].

There are certain features of process of reorganizing healthcare institutions into municipal non-profit organizations:

- reorganized municipal healthcare institutions cannot be privatized, as this is prohibited by the regulations;
- process of reorganizing healthcare institution from state-funded institution into municipal non-profit organization can take from 3 months;
- employment relations with employees of the reorganized healthcare

institution continue, and dismissal is possible only in case of personnel reduction;

- process of reorganization does not lead to negative tax consequences, and created municipal non-profit organization will not be a payer of corporate income tax and real estate tax;

- sources of financing can be both budget funds and funds of legal entities and individuals [27].

Preparation for changing the legal status of healthcare institutions to municipal non-profit organization includes:

- development and coordination with the owner of needs of municipal non-profit organization to provide population with medical care in the scope of state guarantees and ensure its competitiveness under new conditions;

- obligatory preliminary comprehensive analysis of medical and demographic situation, compliance of buildings with sanitary conditions;

- analysis of compliance of healthcare institution equipment with industry standards, assessment of their competitiveness, rational use of resources and forecasting the needs of population for various health services.

The advantages, risks and disruptions to work of healthcare institution as municipal non-profit organization are shown in table 1.

No less important advantages of reorganizing healthcare institution from state-financed institution into municipal non-profit organization are:

- head of healthcare institution with status of organization receives much more freedom than is possible when being the state-financed institution, freedom to dispose assets and finances, free-

**Advantages, risks and disruptions to work of municipal non-profit organization**

<b>Advantages</b>	<b>Risks</b>	<b>Disruptions</b>
1. Change of command and administrative model of healthcare institution management to contractual relations	1. Lack of management experience within organization	1. Inability to calculate the future financial plan of hospital due to the lack of guaranteed package of medical care and rates for medical services
2. Increase in economic and financial autonomy	2. Lack of experience in personnel policy within organization	2. Opposition of health workers
3. Financing of healthcare institution with organization status based on its own financial plan	3. Financial risks including tax-related risks	3. Opposition of population
4. Increase in economic efficiency of using assets	4. Risks associated with health services tenders as part of state guarantee package and low competitiveness	4. Non-compliance of buildings and structures with standards
5. Creation of incentives to improve the quality of health services for population	5. Reduction of the level of resource support by local authorities	5. Non-compliance of equipment with the List of equipment
6. Increase in managerial flexibility of municipal healthcare institutions	6. Reduction of health personnel	6. Different levels of resource provision. Collectives of low-power institutions will not agree to autonomy
7. Right to consolidate organizations with other healthcare institutions		7. Lack of effective communication policy
8. Self-determination of internal organizational structure		

dom to form HR policy of healthcare institution and determine the internal organizational structure of the institution;

- healthcare institution (organization) can independently set any forms of payment for employees permitted by law;

- healthcare institutions with status of organization is financed not by clause-by-clause expenditure budget, but based on their own financial plan that allows such a healthcare institution to be more flexible and indepen-

dent in decision-making as compared to state-financed institutions;

- right of healthcare institution (organization) to form group of consolidated organizations with other healthcare institutions with status of organization in order to redistribute functions between them and jointly optimize the use of material, human and financial resources of healthcare institutions — members of this group;

- healthcare institution (organization) under civil law contracts can employ physicians-individual entre-



preneurs who are registered and have received the appropriate license to conduct medical practice [28].

According to strategy, goals and objectives of municipal non-profit organization, cost optimization is carried out in the following areas:

1. Rationalization of personnel, check of personnel workload;

2. Optimization of medicines supply – reduction of costs for medicines and medical devices that is achieved by proper planning the need for medicines to avoid accumulating their residues or writing off spoiled or expired medicines;

3. Optimization of administrative costs – qualitative and objective management and financial accounting of costs by responsibility centers to reduce irrational costs;

4. Optimization of use of the bed fund (increase in bed turnover rate);

5. Optimization of work of day inpatient department;

6. Use of the right management statistics for each physician for management purposes (personalized accounting);

7. Improvement of health service quality (refusal of non-profit services, improvement of health service quality, increase in population satisfaction, reduction of complaints on health services, introduction of the system for evaluating the institution's performance by its patients);

8. Control over the rational use of all resources of municipal non-profit healthcare organization and other measures to improve the efficiency of its activities [29].

In recent years, many different studies have been conducted on management issues in general and in healthcare

system in particular. First of all, this is due to the fact that social and economic growth of health institutions and their competitiveness are largely conditioned by intellectualization of main factors of production and availability of competent human resources [30, p. 20]. In terms of healthcare industry reform, establishment of new economically independent institutions, introduction of modern technological developments, management of healthcare institutions or health programs at the state and regional levels requires special skills that are usually not taught in health educational institutions. As a result, there is a need for a strong managerial potential at all management levels, especially in the process of strategic planning, operational management, investment and innovation aspects, quality management, human resource management, etc. [31, p. 36].

We believe that a specialist in management of modern municipal non-profit organization is a specialist trained at different educational and qualification levels (bachelor, specialist, master), who is able to implement managerial and economic work in various linear and functional units [32, p. 232].

They should know the infrastructure of their institution well and monitor its effectiveness, be aware of strengths and prospects of the institution's development, be aware of problems and threats, as well as develop preventive measures to minimize the risks of healthcare institutions [33, p. 37]. It is the managers who, having up-to-date information, strive to maintain the competitiveness of their institution by improving service quality and reducing their cost, and to initiate innovations in the institution.

At municipal non-profit organization, accounting consists of two main subsystems: financial and management accounting (table 2). In turn, financial accounting provides the manager with only an overall picture of the entire or-

ganization and information for external users. Management accounting details the information on responsibility centers and is used for benefit of municipal non-profit healthcare organization itself.

Table 2

**Financial and management accounting at municipal non-profit organization [29]**

<b>№</b>	<b>Financial accounting</b>	<b>Management accounting</b>
1	2	3
1	Preparation and provision of reliable information on property and financial condition of the organization, results of its activities required for all users of financial statements	Internal accounting providing a system for collecting, processing and preparing information on organization activities for internal users during organization management
<i>Legal regulation</i>		
2	Has clear regulation: Law No. 996; accounting standards; Procedure for financial statements approved by resolution of the Cabinet of Ministers No. 419 dated February 28, 2000	Not regulated, procedure for management accounting is determined by the order on management accounting
<i>Internal regulation</i>		
3	Order on accounting policy	Order on organization of management accounting
<i>Compulsory introduction</i>		
4	Financial accounting is compulsory, financial statements are submitted within the established deadlines	Management report is not submitted to the state authorities and is considered intercompany information
<i>Information base</i>		
5	Information on organization business activities based on primary documents, with indication of business transactions on accounts of synthetic records	Relevant information that is essential for making management decisions on the tasks and goals set, serves as the basis for determining key indicators of organization performance
<i>Use in activities</i>		
6	It is the basis for financial analysis of organization activities (calculation of performance indicators)	It is the basis for management reports necessary for making decisions of current and strategic nature (improvement of performance). Management accounting in municipal non-profit organization is carried out in the context of the entire healthcare institution and its units (departments, support services, AU) depending on the organizational structure
<i>Reports</i>		
7	Reports containing information on financial condition and results of healthcare organization performance	Reports that contains financial and non-financial information on activities of organization and its units (responsibility centers), is

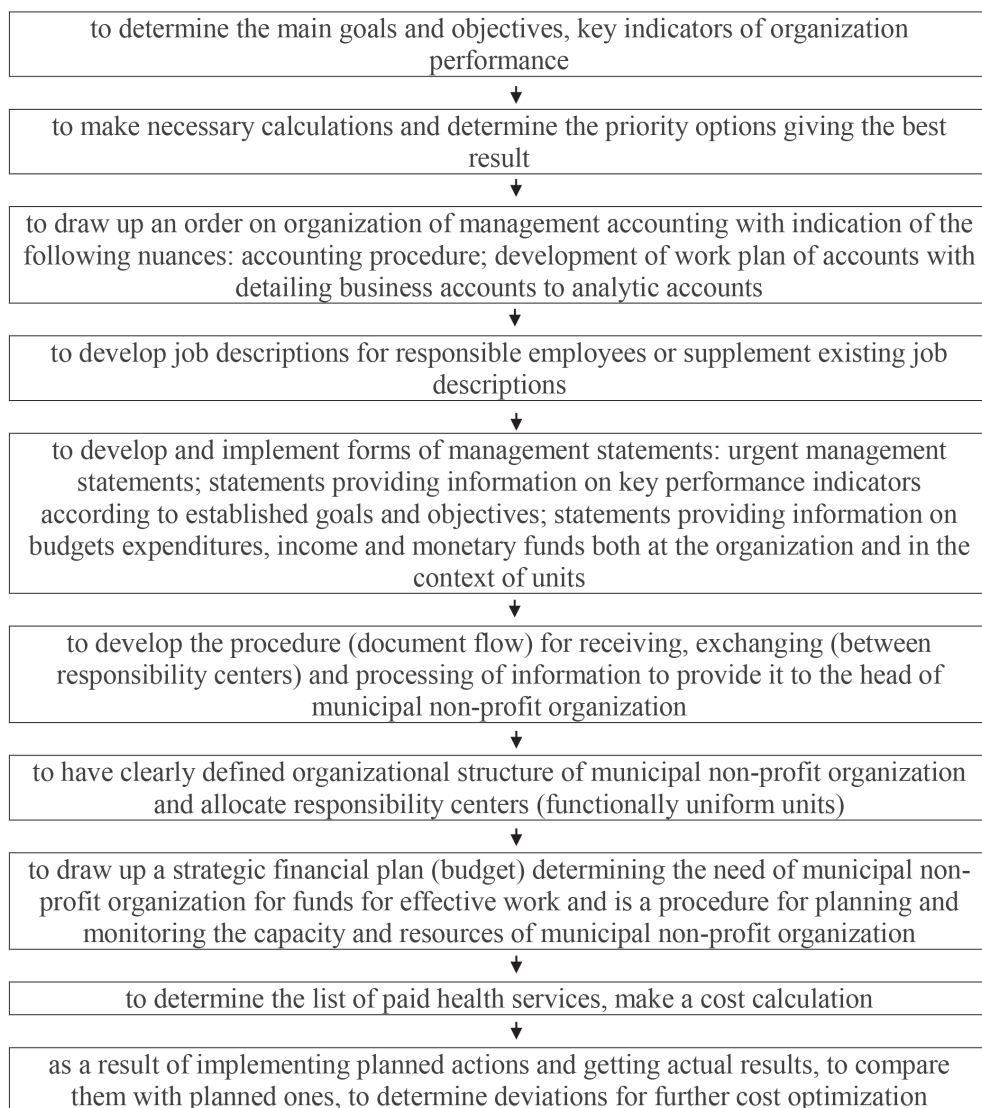
1	2	3
		intended for planning, monitoring and making management decisions and reveals main risks of its activities
<i>Report forms</i>		
8	Business transactions are recorded in the accounting registers and General Ledger. The financial report forms defined by National accounting standards 1 are applied	They are developed by municipal non-profit organization according to the tasks set, are approved by the order on management accounting and are an integral part of it
<i>Deadline</i>		
9	The reporting period is clearly defined in Order No. 419	The period for preparation and submission of individual management reports depends on the management (founders) request on key indicators of organization performance
<i>Accounting objects</i>		
10	Business activities of healthcare organization in general	Costs and income both in general for municipal non-profit organization and in the context of responsibility centers, i.e. structural units of municipal non-profit organization
<i>Information in time</i>		
11	Reflects the result of current activities of organization based on past business transactions	Performs strategic planning and forecasting of future organization activities based on current information
<i>Cost grouping</i>		
12	By cost elements: material costs, labor costs, deductions; social actions, depreciation of fixed assets, other costs	By calculation items and by methods of including them in the cost price (raw materials and supplies, medicines and dressings, basic and additional salary, deductions, costs for equipment maintenance and operation, overhead costs)

Organization and stages of implementation of management accounting of municipal non-profit organization are shown in Fig. 2.

Thus, management accounting should fully comply with strategic goals of manager of municipal non-profit healthcare organization with the use of reliable information, and its excessive detail will increase the demanding nature of work and unnecessary burden on employees. The health of Ukrainians today depends on the high level of professionalism of physicians who need to

constantly improve their skills, receive higher salaries, should be provided with opportunities for career growth and be involved in setting goals and objectives, strategic planning of municipal non-profit healthcare organization, etc.

**Conclusions and prospects for further study.** The study proved that healthcare industry transformation is not possible without institutional transformations contributing to further development of basic social, political and economic institutions of our society, and healthcare is considered as a system



**Fig. 2. Organization and stages of implementation of management accounting of municipal non-profit organization**

of interdependent economic systems and public administration mechanisms.

In terms of healthcare industry reform, the existing organizational technologies for preparing healthcare institutions to change the legal form from state-financed institutions into municipal non-profit organizations (as a mandatory prerequisite for implementation of new healthcare system defined at the

legislative level) are unfortunately imperfect, but ready to function in a competitive environment. Each modern municipal non-profit organization is unique, has its own organizational structure and list of services, so the management accounting structure should be clear, with the right accounting policy and reliable information, contribute to the right management decision for cost

optimization, increase in profitability by introducing new health services and improvement of health service quality. Development of modern management mechanism involves: development of strategy for development of managerial qualities of health managers; creation of modern assessment tools and determination of level of formation of professional competencies.

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## **RISK MANAGEMENT IN THE SYSTEM OF STRATEGY OF THE SECURITY ENVIRONMENT: PUBLIC-MANAGEMENT ASPECT**

**Abstract.** The National Security Strategy of Ukraine and the Concept of Development of the Security and Defense Sector of Ukraine envisage the need to find scientific approaches to the strategy of environmental security in order to minimize risks and counter national security threats. Particular attention needs to be paid to the problem of the unpredictability of the security environment, which is associated with the asymmetry of threats and actions. Methods and models developed for describing the future security of the environment, shaping their vision and models of the security of the state in which Ukraine will develop in the Environmental Security Strategy will depend on the development of further political and strategic documents (state-management decisions), in which the purpose, goals will be declared and commitments.

To do this, it is necessary to develop appropriate effective tools in the form of a mechanism for developing effective strategies and procedures for their implementation, as well as requirements for working teams and a coordination (inte-

grated) situational center to solve the problems of forecasting the future security environment of Ukraine. This will improve the basics of the public administration and administration knowledge industry.

The article elaborates an improved model of public administration in the security and defense sector of Ukraine, which is based on the mechanisms and principles proposed above to develop and implement an effective public administration strategy in the field of national security of Ukraine. Namely: the scheme of passing information flows through the stages of risk management and threat prevention and the algorithm of functioning of the information system is presented. In addition, the author presents a structural and functional scheme of decision-making on risk management in the information system strategicization of the security of the environment of Ukraine and an improved overall model of public administration in the security and defense sector of Ukraine. Based on the above study, the author proposed to create in the system of the apparatus of the National Security and Defense Council of Ukraine – the United Situation Center.

Practical recommendations are offered to help improve and improve the efficiency of forecasting the security environment.

**Keywords:** risk management procedure, security environment, Joint Situation Center environment security strategizing, national security, military security.

### **УПРАВЛІННЯ РИЗИКАМИ В СИСТЕМІ СТРАТЕГУВАННЯ БЕЗПЕКОВОГО СЕРЕДОВИЩА: ДЕРЖАВНО-УПРАВЛІНСЬКИЙ АСПЕКТ**

**Анотація.** Стратегія національної безпеки України та Концепція розвитку сектору безпеки і оборони України передбачає необхідність пошуку наукових підходів до стратегування безпекового середовища задля мінімізації ризиків та протидії загрозам національній безпеці. Особливої уваги потребує проблема непередбачуваності безпекового середовища, яка пов'язана з асиметрією загроз і дій. Розроблено методики та моделі опису майбутнього безпекового середовища, формування їх бачення та моделі того безпекового стану, в якому буде розвиватись Україна в стратегуванні безпекового середовища, залежатиме від розроблення подальших політичних та стратегічних документів (державно-управлінських рішень), в яких буде задекларовано мета, цілі та зобов'язання.

Для цього необхідно розробити відповідний дієвий інструментарій у вигляді механізму з розроблення ефективних стратегій та процедур здійснення їх, а також вимог до робочих команд і координаційного (об'єднаного) ситуаційного центру для вирішення завдань прогнозування майбутнього безпекового середовища України. Це надасть можливість удосконалити застави галузі знань “Публічне управління та адміністрування”.

Розроблено удосконалену модель державного управління у секторі безпеки і оборони України, яка ґрунтується на запропонованих вище механізмах і принципах розробки та здійснення ефективної стратегії державного



управління у сфері національної безпеки України, а саме: представлено схему проходження інформаційних потоків за етапами управління ризиками та запобіганню загроз і алгоритм функціонування інформаційної системи стратегування безпекового середовища України. Крім того, представлено структурно-функціональну схему прийняття рішень з управління ризиками в інформаційній системі стратегування безпекового середовища України та вдосконалено загальну модель державного управління у секторі безпеки і оборони України. Виходячи з проведеного дослідження, запропоновано створити в системі Апарату Ради національної безпеки і оборони України — Об'єднаний ситуаційний центр.

Запропоновано практичні рекомендації, що сприятимуть удосконаленню та підвищенню ефективності стратегування безпекового середовища.

**Ключові слова:** процедура управління ризиками, безпекове середовище, Об'єднаний ситуаційний центр стратегування безпекового середовища, національна безпека, воєнна безпека.

## **УПРАВЛЕНИЕ РИСКАМИ В СИСТЕМЕ СТРАТЕГИРОВАНИЯ СРЕДЫ БЕЗОПАСНОСТИ: ГОСУДАРСТВЕННО- УПРАВЛЕНЧЕСКИЙ АСПЕКТ**

**Аннотация.** Стратегия национальной безопасности Украины и Концепция развития сектора безопасности и обороны Украины предусматривает необходимость поиска научных подходов к стратегированию среды безопасности для минимизации рисков и противодействия угрозам национальной безопасности. Особого внимания требует проблема непредсказуемости среды безопасности, которая связана с асимметрией угроз и действий. Разработанные методики и модели описания будущего безопасности среды, формирования их видения и модели того безопасного состояния, в котором будет развиваться Украина в стратегировании безопасной среды, будет зависеть от разработки дальнейших политических и стратегических документов (государственно-управленческих решений), в которых будет задекларировано цель, цели и обязательства.

Для этого необходимо разработать соответствующий действенный инструментарий в виде механизма по разработке эффективных стратегий и процедур осуществления их, а также требований к рабочим командам и координационного (объединенного) ситуационного центра для решения задач прогнозирования будущего среды безопасности Украины. Это позволит усовершенствовать основы отрасли знаний “Публичное управление и администрирование”.

Разработана усовершенствованная модель государственного управления в секторе безопасности и обороны Украины, которая основывается на предложенных выше механизмах и принципах разработки и осуществления эффективной стратегии государственного управления в сфере национальной безопасности Украины, а именно: представлена схема прохождения информационных потоков по этапам управления рисками и предотвращения

угроз и алгоритм функционирования информационной системы стратегирования безопасности среды Украины. Кроме того, представлена структурно-функциональная схема принятия решений по управлению рисками в информационной системе стратегирования безопасности среды Украины и усовершенствованная общая модель государственного управления в секторе безопасности и обороны Украины. Исходя из проведенного исследования, предложено создать в системе Аппарата Совета национальной безопасности и обороны Украины — Объединенный ситуационный центр.

Предложены практические рекомендации, способствующие совершенствованию и повышению эффективности прогнозирования среды безопасности.

**Ключевые слова:** процедура управления рисками, среда безопасности, Объединенный ситуационный центр стратегирования безопасности среды, национальная безопасность, военная безопасность.

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**Formulation of the problem.** The analysis of the views of the leading experts on the future security environment of Ukraine in the conditions of globalization of V. Hurkovsky [1], V. Kuybida [2], M. Orel [3], G. Pochepstov [4], H. Sytnik [5] allows to make the conclusion that the security environment is now characterized by diversity, complexity, transience and unpredictability. Particular attention needs to be paid to the unpredictability of the security environment, which is related to the asymmetry of threats and actions. Methods and models for the description of the future security environment, the formation of their vision and the model of the security state in which Ukraine will develop in the security environment strategy will depend on the development of further political and strategic documents (state-government decisions), which will state the purpose, goals and objectives, obligations. To do this, appropriate action tools should be developed in the form of a mechanism for develop-

ping effective strategies and procedures for implementing them, as well as requirements for working teams and a coordination (joint) situation center to address the challenges of forecasting Ukraine's future security environment.

**Analysis of the recent research and publications.** Modern scientists have carried out a number of basic researches, among which the tasks were first of all to identify the laws and tendencies of formation and development of the national security system, its constituent functions, tasks; functioning evaluation, etc.

The interest of domestic scientists in certain aspects of security environment strategy emphasizes the social importance of these aspects. At the same time the research on these issues generally seems to be insufficient. The analysis of the development of the security situation in Ukraine shows that a set of measures is needed that would allow not only to identify and neutralize the threats to the national security in a timely manner, but would create

conditions for efficient and dynamic development of the domestic economy. It is about ensuring the effectiveness of the components of the political and legal mechanisms of the national security, which integrate all the elements of the system in order to implement a strategy of such security as a concept defining one of the directions of the state security policy, defense. Particularly valuable for the study were the works of such scientists as: V. D. Bakumenko [6], V. I. Hurkovsky [7,11], V. Kovbasyuk [8], N. R. Nyzhnyk [9], and others.

**The purpose of the article** is to justify on the basis of the modern scientific approaches the formation of a new organizational structure — the Joint Situation Center, the formation of a new improved general model of the public administration in the security and defense sector of Ukraine, the presentation of a structural and functional decision-making scheme for risk management in the information system of security environment strategic planning of Ukraine.

**Presentation of the main material.** In the public administration the risks include disruptions in IT services, delays, unforeseen costs, excess commitments, and political, diplomatic, economic, etc. “failures”. These are the areas in which issues of power and knowledge are most acute. The state very often seeks to show that it fully controls the internal processes, although in reality its power is substantially limited. The heads of the ministries and departments may face obstruction or follow erroneous advice. Some government officials or politicians may try to hide their mistakes or minimize the problems.

In practice, the last resort in terms of risk liability remains to the state (for example, in the event of the bankruptcy of a private contractor), as most attempts at risk transfer fail. As a rule, such transfer is carried out in transparent, predictable and not long-term investment projects. The expected result is indisputable and not long-lasting in the field of services. In addition, if the transfer of financial risks to a third party does not cause complications, then the transfer of reputational costs is much more difficult. After all, the society has every reason to expect that the state does take responsibility for the services provided on its behalf.

The state is obliged to overcome risks at three levels: strategic, programmatic and operational. The strategic level is the political agreement with the citizens and the consistency of the program of action of the government as a whole. Critical decisions taken at this level include the formulation of strategic goals, cost allocation and policy changes in case of success or failure.

At the programmatic level the government deals with the detailed directions of the public policy, what plans will be implemented and by whom. The major risks include large cost overruns, insufficient attention to the operating environment, and resistance from powerful influencers.

The operational (project) level decisions are closely related to technical issues, resource management, schedules, service providers, partners, and infrastructure. Most often, at this level, one has to deal with the problem of lack of proper attention to the situational planning and development of backup

plans, with excessive optimism about the timing of projects, etc.

At each of the three levels the state has a choice: bring the case to a close or try to streamline the approach taken to the risks. Probably the most important question for any state is: “Who makes the risk decisions?”, “Are the executives and responsible persons properly selected or not?”

Undoubtedly, government officials must have a deep understanding of the real interconnections and mechanisms — whether it is a country’s military security, the competence of a policy-making agency, or the normalization of the computer systems. At the same time, the most important decisions in the state are made in the absence of the society, really understanding their possible actions and future consequences.

The place in the hierarchy and legal status are the factors that are always on top of direct experience. Therefore, one should not be surprised at the huge number of emergencies and catastrophes in many countries around the world. Not surprisingly, in many cases, the councils of society have even worse consequences than they were before.

Indeed, strategically, the state does not shy away from risks: it tries to take into account all the facts because it has systems for detecting and counteracting threats. However, the condition for maintaining the resilience of the system to risks is the ability of the state, along with society and business, to understand the existing risks. It should be based on the common experience of many people and institutions in the real world of coping failures and disaster relief. Borderline centralization, where the system relies primarily on formal

risk monitoring and analysis mechanisms, weakens its ability to respond to unexpected shocks in a timely and correct manner. The same can be said of infrastructure critical to the state and society. One of the most important lessons of the 21<sup>st</sup> century is that the most resilient are those systems and infrastructures that can be disaggregated.

In addition to performing their core functions, the institutions designed to deal with risks have urged the government officials of all levels to constantly consider the need for sustainability, as they have helped the central government to get a proper idea of what the country is expecting in the near future.

Based on the above study, it is proposed to create a new organizational structure for the Office of the National Security and Defense Council of Ukraine — Joint Situation Center.

Using a specific approach to solving the task of strategizing the future security environment and under the guidance of a specialist practitioner, it is necessary to involve carefully selected employees of different structures from within the government and from outside for the work at the Joint Situation Center. Give the employees the right to use the financial resources of several ministries, as well as compete with the non-governmental organizations operating in the field. Transfer the function of coordinating the activities of the existing intelligence and security agencies, which operate autonomously and often compete with each other.

The new version of the Law of Ukraine “On National Security of Ukraine” of 21.06.2018 № 2469-VIII (last amended on March 04, 2020) [10] defines and delimits the powers of the

state bodies in the fields of national security and defense, creates the basis for the integration of policies and procedures of the public authorities, other state bodies whose functions are related to national security and defense, security and defense forces, the system of command, control and coordination of the operations of security and defense forces is defined, a comprehensive national security and defense planning approach is being implemented, thus ensuring democratic civilian control over the security sector's bodies and entities.

In accordance with Articles 106 and 107 of the Constitution of Ukraine, the President of Ukraine exercises control over the security and defense sector both directly and through the National Security and Defense Council headed by him and, where necessary, by advisory, consultative and other auxiliary bodies and services.

The security and defense sector of Ukraine has four interrelated components: security force; defense forces; defense-industrial complex; citizens and civic associations voluntarily involved in the national security. The functions and powers of the components of the security and defense sector are determined by the legislation of Ukraine.

The security and defense sector includes: Ministry of Defense of Ukraine, Armed Forces of Ukraine, State Special Transport Service, Ministry of Internal Affairs of Ukraine, National Guard of Ukraine, National Police of Ukraine, State Border Service of Ukraine, State Migration Service of Ukraine, State Emergency Service of Ukraine, Security Service of Ukraine, External Intelligence Service of Ukraine, State Secu-

rity Service of Ukraine, State Service for Special Communications and Information Protection of Ukraine, Apparatus of the National Security and Defense Council of Ukraine, the intelligence agencies of Ukraine, the central executive authority that provides for the formation and implementation of the state military-industrial policy.

However, notwithstanding the novelty and updating of the Law of Ukraine "On National Security of Ukraine", there is no current mechanism of the public administration in the field (sector) of Ukraine's security and defense.

The author proposes an improved model of the public administration in the security and defense sector of Ukraine, which is based on the above mechanisms and principles for the development and implementation of an effective public administration strategy in the field of national security of Ukraine, which is highlighted in Fig. 1–4. Namely:

1. The flow diagram of information flows by stages of risk management and threat prevention is presented in Fig. 1.

2. The algorithm of functioning of the information system of strategic planning of the security environment of Ukraine, Fig. 2.

3. Structural and functional scheme of decision-making on risk management in the information system of strategizing the security environment of Ukraine, Fig. 3.

4. Improved overall model of the public administration in the security and defense sector of Ukraine, Fig. 4.

Among other things, the tasks of the Joint Situation Center may be:

- a thorough analysis of the international indicators to compare the

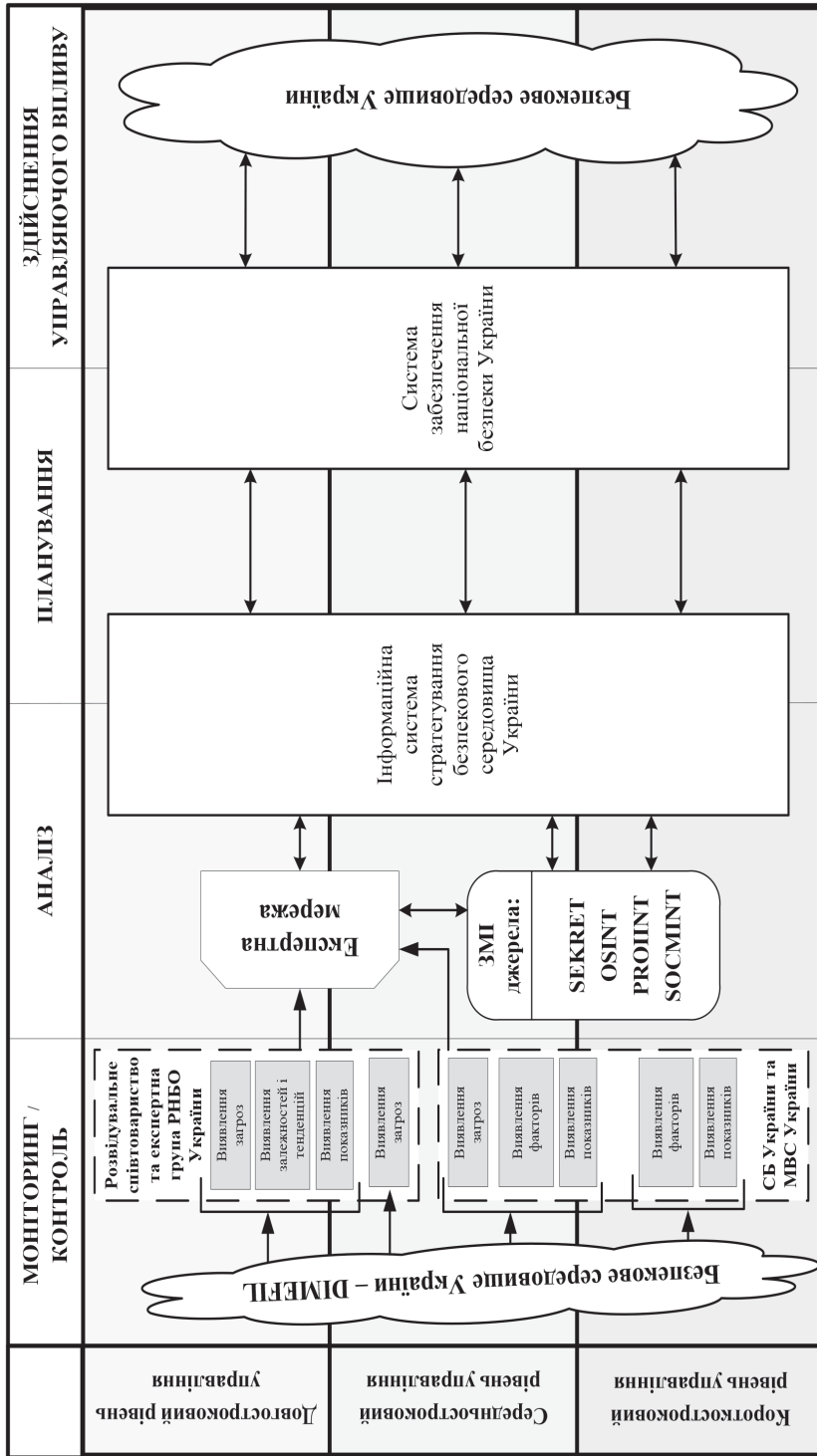


Fig. 1. Routing information flow for stages of risk management and prevention of threats



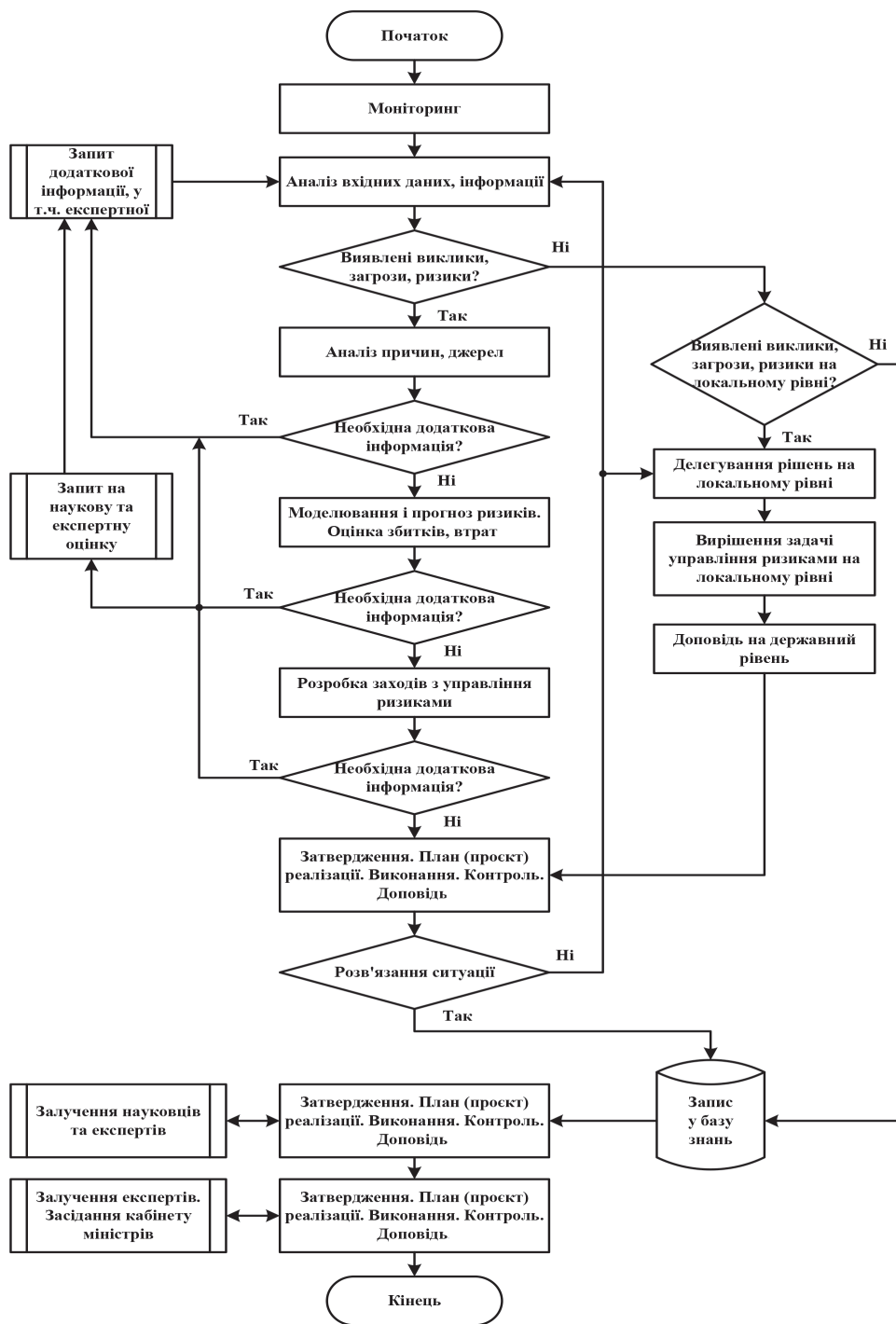
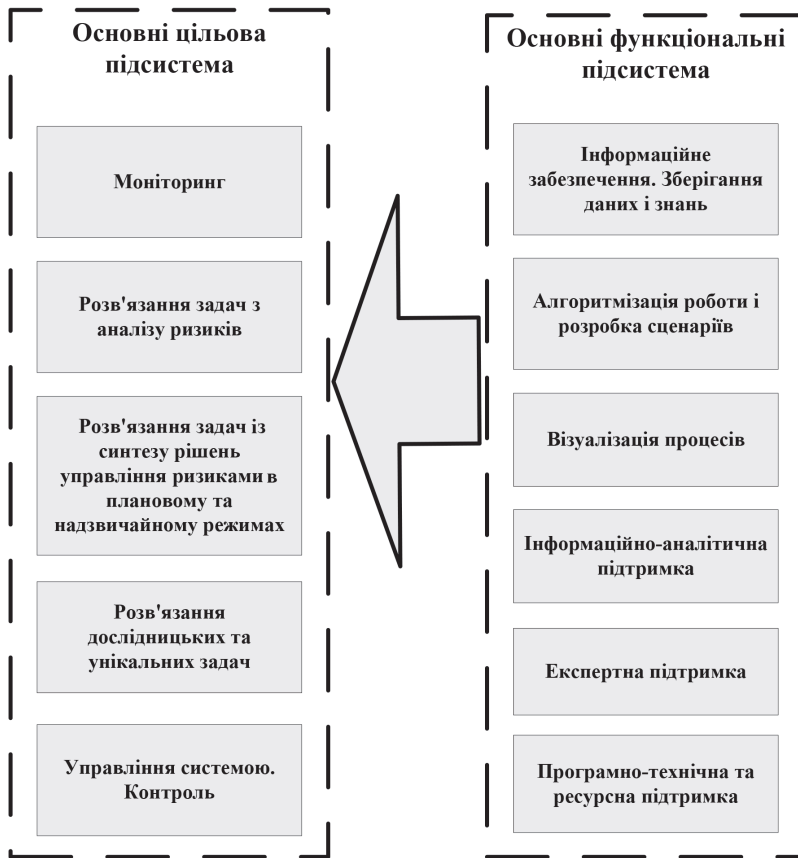


Fig. 2. Algorithm of functioning of the information system of strategic planning of the security environment of Ukraine



**Fig. 3. Structural and functional scheme of decision-making on risk management in the information system of strategizing the security environment of Ukraine**

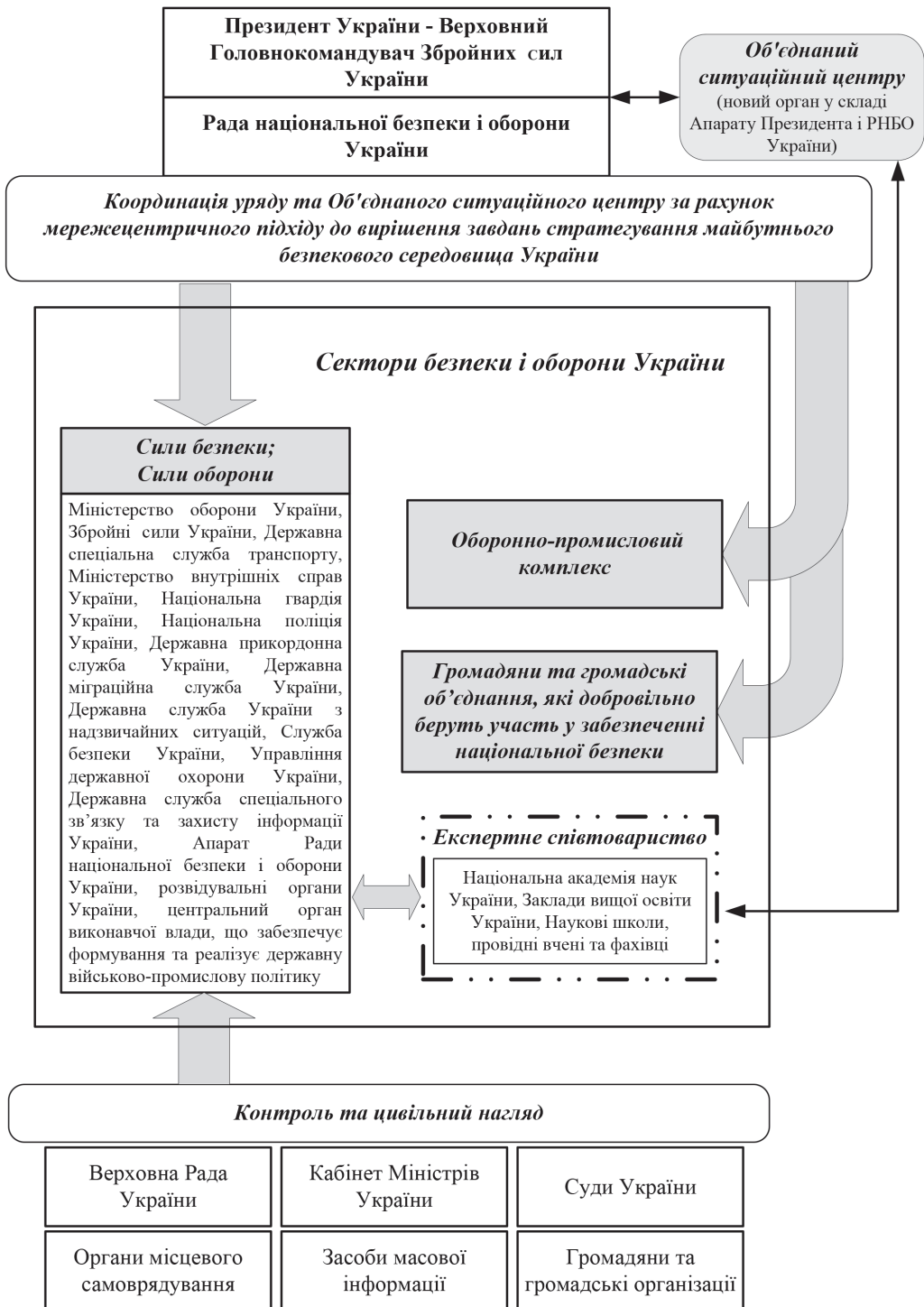
performance of the government of Ukraine and other countries, examples of lessons to be learned;

- analysis of the key policy areas to identify effective directions and areas in need of change (e.g., new defense-industrial policy);
- a thorough study of the conditions of functioning of the Armed Forces of Ukraine and other security structures;
- preparation for future changes, including attempts to determine the expected moment of political actualization of certain issues.

In this way, the Joint Situation Center achieves the greatest success

when it is set with clear goals, when it fulfills functional obligations, and at lower levels viable integrated structures with strong cooperative traditions. Equally important to success is the alignment of key motivating activities — money, prestige, promotion and tasks.

The Joint Situation Center is more than just an administrative structure. Its activities are highly dependent on interaction. To understand its dynamics is by constantly improving the tools of analysis of the future security environment. At the same time, it is unlikely that in the future the go-



**Fig. 4. Improved overall model of the public administration in the security and defense sector of Ukraine**

vernment will move to predominantly horizontal principles of organization instead of vertical ones. Even if this happens, the amount of interagency tasks will remain unchanged. Most likely, in the future, the government will be a combination of vertical hierarchies focused on the long-term tasks of the state and horizontal structures aimed at defining strategy and solving short-term issues.

As a result, this will mean a further evolution of the government, in particular in the direction of:

- more project-oriented activities, when temporary teams of employees of different departments are formed to solve certain tasks;

- increasing the level of interagency cooperation at the stage of implementation of a particular strategy with the involvement of practitioners;

- increasing the share of financial allocations related to the results of particular programs and the consistent allocation of funds between the ministries and agencies, depending on their return;

- transfer to departments some vertical governmental functions while reducing the number, but increasing the degree of integration of the staff of the central apparatus;

- automation, data digitization of access to services, that are mostly aimed at improving the needs of the citizens rather than for the convenience of suppliers;

- giving more importance to professional associations that go beyond limited fields of activity.

**Conclusion.** The proposed approach to risk management, based on the one proposed for the creation of

a new organizational structure at the Office of the National Security and Defense Council of Ukraine – Joint Situation Center, provided that it is implemented in the practice of the public administration, will contribute to improving the effectiveness of the security policy. Taking this approach into account, one of the promising areas for further research should be to develop practical recommendations for the public administration bodies in the field of national security of Ukraine to manage risks and threats to the national security.

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## **PRACTICE OF PUBLIC MANAGEMENT OF BLOOD DONATION IN FOREIGN STATES: EXPERIENCE FOR UKRAINE**

**Abstract.** This article demonstrates the results of a study on the appropriateness of using the practice of public management of blood donation in foreign countries for Ukraine. Four layers of understanding the role and place of public management of blood donation were identified as a result of the study: academic, managerial, expert, professional ones (on the level of practice of the blood services work). Emphasis has been made on the managerial component of public management in the sphere under analysis. This problem is not studied and distinguished as important in the Ukrainian public management science. Organizational and legal aspects dominate in the practice of public management of blood donation in Ukraine, and forms and methods of work as to the involvement of donors and establishment of blood banks are limited and outdated. The specific experience of foreign countries in the public management of blood donation is presented in the article. In addition, attention is focused on the subjects of public management and state policy regarding blood donation, as well as on the forms and methods of involvement of voluntary and conscious blood donation. The experience of several states is proposed for Ukraine. Such experience does not need large financial investments and takes into account traditions of Ukrainian public management and the attitude of the population to blood donation, in particular: social responsibility; the use of modern informational and communication tools; involvement of public organizations; conducting informational and propaganda campaigns; formation of public opinion; development of mobile centers; the formation and development of a system of incentives and bonuses from public authorities; systematization of legal norms regarding blood donation and the circle of donors, as well as expansion of potential of NGOs in the field of blood donation; and development and increased activity of associations, clubs and other donors' associations. The role of public management is prospected in the perspective of creating all conditions for the development of public-private and state-public partnerships in the field of blood donation. The emphasis is made on the appropriateness of changes in the content of public policy in the field of blood donation in Ukraine.

**Keywords:** public management, public administration, subjects of public management and public administration, blood donation, regular donation, sphere of health care, foreign practice.

## **ПРАКТИКА ПУБЛІЧНОГО УПРАВЛІННЯ ДОНОРСТВОМ КРОВІ В ЗАРУБІЖНИХ ДЕРЖАВАХ: ДОСВІД ДЛЯ УКРАЇНИ**

**Анотація.** Висвітлено результати дослідження щодо доцільності запровадження в Україні практики публічного управління донорством крові зарубіжних держав. Виокремлено чотири площини розуміння ролі і місця публічного управління в донорстві крові: академічна, управлінська, експертна, фахова (на рівні практики роботи служб крові). Акцентовано увагу на управлінській складовій. В українській науці публічного управління ця проблематика не досліджується і не виокремлюється як важлива сфера науки. В практиці публічного управління донорством крові в Україні домінує організаційно-правовий аспект, а форми і методи роботи щодо залучення донорів та створення банків крові є обмеженими і застарілими. Наведено конкретний досвід зарубіжних держав у публічному управлінні донорством крові, а також розглядається питання про суб'єктів публічного управління та політику держав щодо донорства крові, про форми і методи залучення до добровільного і свідомого донорства крові. Для України запропоновано досвід кількох держав, який не потребує великих фінансових вкладень і може ґрунтуватись на традиціях публічного управління України та відношенні населення до донорства, зокрема: відповідальність суспільства; використання сучасних інформаційно-комунікаційних засобів; залучення громадських організацій; проведення інформаційно-пропагандистських кампаній; формування громадської думки; створення мобільних центрів; формування та розвиток системи стимулювання і вдячності від органів публічної влади; систематизація правових норм щодо донорства крові та кола донорів, а також розширення можливостей громадських організацій у сфері донорства крові; розвиток та підвищення активності асоціацій, клубів та ін. донорів. Роль публічного управління вбачається у створенні всіх умов для розвитку державно-приватного та державного-громадянського партнерства у сфері донорства крові. Зазначається доцільність зміни змісту державної політики у сфері донорства крові в Україні.

**Ключові слова:** публічне управління, публічне адміністрування, суб'єкти публічного управління та публічного адміністрування, донорство крові, регулярне донорство, сфера охорони здоров'я, зарубіжний досвід.

## **ПРАКТИКА ПУБЛІЧНОГО УПРАВЛЕННЯ ДОНОРСТВОМ КРОВІ В ЗАРУБЕЖНИХ ГОСУДАРСТВАХ: ОПЫТ ДЛЯ УКРАИНЫ**

**Аннотация.** Продемонстрировано результаты исследования относительно целесообразности внедрения в Украине практики публичного управления донорством крови зарубежных государств. Выделено четыре плоскости понимания роли и места публичного управления в донорстве крови: академическая, управленческая, экспертная, профессиональная (на практике работы служб крови). Акцентируется внимание на управленческой составляющей.

В украинской науке данная проблематика не исследуется и не выделяется как важная сфера науки публичного управления. В практике публичного управления донорством крови в Украине доминирует организационно-правовой аспект, а формы и методы работы по привлечению доноров и созданию банков крови являются ограниченными и устаревшими. Представлен конкретный опыт публичного управления донорством крови зарубежных государств, а также рассматривается вопрос о субъектах публичного управления, политике государств относительно донорства крови, а также о формах и методах привлечения к добровольному и сознательному донорству крови. Для Украины предложен опыт нескольких государств, который не требует больших финансовых вложений, может основываться на традициях публичного управления Украины и отношении населения к донорству, в частности: ответственность общества; использование современных информационно-коммуникационных средств; привлечение общественных организаций; проведение информационно-пропагандистских кампаний; формирование общественного мнения; создание мобильных центров; формирование и развитие системы стимулирования и благодарности от органов публичного управления; систематизация правовых норм относительно донорства крови и круга доноров, а также расширения возможностей общественных организаций в сфере донорства крови; развитие и повышение активности ассоциаций, клубов и пр. доноров. Роль публичного управления рассматривается с позиций создания всех условий для развития государственно-частного и государственно-общественного партнерства в сфере донорства крови. Указывается на целесообразность изменений содержания государственной политики в сфере донорства крови в Украине.

**Ключевые слова:** публичное управление, публичное администрирование, субъекты публичного управления и публичного администрирования, донорство крови, регулярное донорство, сфера здравоохранения, зарубежный опыт.

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**Formulation of the problem.** Modern views of Ukrainian scientists in the sphere of public administration are mostly based on foreign scientific concepts and theories regarding the client-oriented approach in creating the interaction of authorities with the citizens and providing them with services, in particular in the field of health care and life preservation.

This approach allows moving to a new social model of governance in-

volving the citizens to the processes of public management. It influences the working out of public policy and its implementation in the field of blood donation for preserving the life of the population. Public administration plays a decisive role in changing the views on the responsibility for the development and formation of blood donation in many countries. Changes have been taking place in the system of the public management of blood donation. In

particular, this concerns the transfer of responsibility from the authorities upon NGOs, public associations, professional associations, federations, etc. The situation in Ukraine differs both at the level of organizational and legal aspects of blood donation and its public management, and at the level of social importance of blood donation and responsibility of the authorities and the population for its development. The experience of foreign countries such as Canada, China, Czech Republic, France, Germany, Israel, Italy, Nepal, Spain, Sweden, Turkey (alphabetical list) concerning the making up of the system of public management of blood donation in the aspect of state-public partnership is interesting for Ukraine.

**Analysis of the recent research and publications.** Comprehensive studies of the problems of public management of blood donation are practically absent in the Ukrainian science. There are some publications in which blood donation is regarded in the context of the list of activities of the public authorities or legislative regulation of this activity. The scientists analysing the problem are: O. Volochenko wrote about models of organization of blood service [1]; B. Rudicov focused on ensuring the quality and safety of the donor blood and its components [2]; Yu. Yu. Derpak researched the role of 100 % blood donation in the formation of regular donation [3], H. Barmina analysed the centralization of the blood service in some foreign countries [4]; L. Shi, J. Wang, Z. Liu, et al. characterize the management of blood donors in China [5]; La. Sardi, A. Idri, J. M. Carrillo de Gea and others showed the results of studies on the use of trans-

theoretical model of blood donation among Spanish adults [6]; Y. Heper demonstrated blood bank monitoring results in Turkey [7]; S. Özgür, H. Ürek, K. Kösal explore students' opinions on blood donation [8], etc. It is difficult to select the public component in the process of formation and development of blood donation in the Ukrainian science, because the notional category of "public administration/management" has been studied for many years, but the conventional definition is still absent, which is covered in the scientific works of such scientists as: I. V. Al-Atti [9], O. Z. Bosak [10], N. L. Havkalova [11], K. O. Kolesnykova [12], V. M. Martynenko [13], L. M. Novak-Kaliaieva [14], O. Yu. Obolenskyi [15], etc. Public administration is interpreted as: activities of the authorities; influences on the object of public administration which is understood as the community and civil society as a whole; relations as to the normalization of public affairs at all levels of public management; intermediate stage for the transition from public administration to public governance; transition from functional management to public and state development management; a process of non-hierarchical network management; joint activities of local self-government bodies and public administration bodies with the civil society; a system of civil and public administration; a kind of socially beneficial activities. Experience of public management in foreign countries is transferred to the Ukrainian practice without taking into account domestic peculiarities of the development of blood donation traditions, because there is no



clear understanding of the essence of public administration.

In Ukraine, responsibility for blood donation is also borne by the state and local authorities in accordance with the national legislation. Besides, blood donation issues are reflected in The Strategy for the development of the national blood system for the period up to 2022 (Ordinance of the Cabinet of Ministers of Ukraine of 20.02.2019 № 120-r) (hereinafter referred to as The Strategy). [16] The results of expert assessments of EU experts showed insufficient changes and transformations in the field of blood donation in Ukraine. A separate section on the feasibility of changes in blood donation and management and regulation of these processes is available in the Association Agreement between Ukraine and the European Union in 2017. Ways to reform blood donation are defined in this section and have declarative character. [17] Next year's report (2018) does not have a separate section on blood donation. [18] The importance of blood donation in the health care system is ascertained by only one line in it. Problems in this field are recognized, but the results are not demonstrated, as can be seen from these documents.

In foreign countries, blood donation has already become a part of the public sphere, and local self-governments and the public are responsible for it. The World Health Organization sets out a number of global goals that are characterized in A Global Strategy for Action: Towards 100% Voluntary Blood Donation. [19] Many states have already implemented these goals in line with public management tradi-

tions and health care peculiarities. But such goals are difficult to implement in Ukraine.

Hence, we distinguish four areas of understanding of the role and place of public administration in blood donation: academic; managerial; expert; professional (at the level of practical work of blood services). This article focuses on the academic and management fields.

**The purpose of the article** is to highlight the results of the study on the identification of the most expedient foreign experience for the Ukrainian practice of public management of blood donation.

**Presentation of the main material.** The results of studying the experience of several foreign countries have demonstrated a different approach and understanding of the role of public administration in the development of blood donation. Primarily, these differences relate to the number and function of subjects of public administration of the blood donation, including:

- subjects of public administration in Italy: The National Blood Centre (Centro Nazionale Sangue) is responsible for the blood service, carries out scientific and technical control over the donation system in the country, provides education to health professionals in this field and tests their qualifications and skills periodically. Four NGOs (AVIS, FIDAS, FRATRES, CRI), engaged in blood donation, and regional coordination centres inspect, authorize and accredit 21 blood transfusion points. Public hospitals collect blood and promote donation at the regional and national levels;



- subjects of public administration in Spain: The Ministry of Health provides coordination and a guarantee of blood safety. The Public Health Committee assists the Ministry of Health. The Scientific Committee on Blood Safety submits proposals to the authorities on donor blood safety and publishes its own research, reports and recommendations on how to organize the process. 17 regional blood transfusion centres collect, test, transport and distribute the blood needed for public and private hospitals within the regions independently. 24 blood collection points perform blood sampling. The Department of Transfusion at Hospitals carry out blood collection and transfusion; bloodmobiles collect blood;

- subjects of public administration in Poland: The Ministry of Health provides coordination and a guarantee of blood safety. The National Blood Centre is responsible for coordinating funding and donor control at regional centres. 21 Regional Blood Donation Centres and The Military Centre and Blood Transfusion Centre of the Ministry of Internal Affairs are responsible for blood collection, storage, distribution, etc. The Institute of Hematology and Transfusiology controls the activities of all centres. Hospital transfusion departments directly conduct blood transfusions;

- subjects of public administration in France: The Ministry of Health constantly monitors the quality of blood and the safety of patients that the relevant public authorities are required to provide services to patients. It controls the recruitment of highly qualified personnel for blood collection

and other blood procedures and monitors the work of each blood collection unit in compliance with international standards. The National Blood Service (EFS) is a non-governmental organization and is responsible for the entire transfusion system throughout France and has a monopoly on the collection, testing, preparation and distribution of blood products and possesses about 1900 blood collection facilities. The French Blood Institute conducts blood collection and biological assessment, preparation and distribution of blood samples. 17 regional centres, including 3 overseas, provide medical services, do scientific research, ensure the quality of blood, recruit medical staff, purchase medical equipment, manage finances, etc. 152 permanent blood collection points collect blood. 2750 voluntary non-governmental organizations, 1900 hospitals and clinics, 91 medical centres carry out blood collection and blood transfusions.

- subjects of public administration in Germany: The German Red Cross Blood Transfusion Service (NGO) and The German Association for Transfusion and Immunohematology (DGTI) are involved in the development of transfusion medicine and conduct public health research. State and municipal blood transfusions services (seven blood transfusion services), and commercial blood transfusion centres conduct blood sampling, quality and logistic testing; plasmapheresis centres perform plasmapheresis.

- subjects of public administration in Israel: The National Blood Service (MDA) is responsible for the procurement, processing, testing and distribution of blood and its components for

the Israeli Defense Forces (IDF) and for all hospitals in the country. MDA blood stations collect blood samples and perform blood quality testing. Bloodmobiles stop in the places where there are many people, such as: business centres, shopping malls, military camps, universities, and at MDA stations. They can make blood tests and test the quality on site;

- subjects of public administration in Finland: The Finnish Red Cross coordinates procurement and blood quality testing from overseas partners. The Finnish Blood Centre performs administrative functions, does blood quality testing and control, organizes blood donation and processes it and transports it to hospitals.

Ukraine has its own structure of public management of blood donation which differs from foreign countries. This structure is appropriate for the state and has shown its effectiveness and stability for many years. However, some experience of practical activities of foreign states is useful for Ukraine. This experience may help to bring in new participants of the public administration in blood donation and create conditions for the formation of a new donor culture in the country. Thus, Germany's experience<sup>1</sup> is useful in some aspects for Ukrainian public administration, such as: recognizing the responsibility of blood donors and the society at the legislative level; introduction of high technologies, e.g. the Blutspende-App smartphone addition (which contains all the relevant information and notifies when the donor is to donate again and allows to enrol in

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<sup>1</sup> <https://donor.ua/pages/2036>

a blood donation centre; to chat with like-minded people on the forum; put questions to the doctor, etc. It may be useful as to creation of mobile centres (buses) for blood collection and donation assistance promotion; keeping the donor's passport with on the donor personally.

The experience of Israel<sup>2</sup> is interesting for certain areas of public-public partnership in Ukraine, in particular: creating mobile centres that can reach small communities, including inaccessible places; introduction of hematology insurance as a means of encouraging donations; informing and organizing blood sampling in educational establishments, armed forces, etc. The experience of Italy<sup>3</sup> is appropriate in several processes of Ukrainian public administration activities, namely: the formation of volunteer associations to promote donation (where there can be engaged those persons, who are unable to serve in the armed forces for certain reasons and this practice should be allowed by law); conducting educational activities among young people aged 18–28 which can work in volunteer organizations for several hours a day in solidarity and can receive a reward. In Italy, they receive the reward of € 433,80 a month from the National Civil Service.

China's experience<sup>4</sup> is important for some activities of public authorities in

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<sup>2</sup> <https://donor.ua/pages/2099>

<sup>3</sup> <https://donor.ua/pages/2188>

<sup>4</sup> <https://www.who.int/mediacentre/news/releases/2008/pr18/ru/>; <https://www.youtube.com/watch?v=Vfzcyj4wTm4>; <https://ekd.me/2019/11/v-kitae-donorstvo-krovi-predlozhili-uchityvat-v-socialnom-rejtinge/>; [http://www.xinhuanet.com/english/2019-06/10/c\\_138131289.htm](http://www.xinhuanet.com/english/2019-06/10/c_138131289.htm)

Ukraine, including: creating all necessary conditions for the donor activity and understanding the importance of donation at all levels of governance; ensuring the safety of blood collection procedure; enlarging the donor circle; location of special blood collection buses on the squares and in the parks of cities, towns and villages; building a wide network of blood transfusion centres, which can be easily found online; forming the understanding of donation as a gift for other people's lives; creating a system of encouragement and appreciation for donors from the local authorities; creation of a "credit of blood" for donors and their relatives. Nepal's experience<sup>5</sup> is good for some spheres of activities of public administration bodies in Ukraine, in particular: formation of mobile brigades for blood collection; conducting propaganda activities for voluntary blood donation; establishment of donors' associations and donors' clubs. The experience of France<sup>6</sup> is interesting for Ukraine in the aspects of activities of The National Health Service as a subject of public administration and subordinate to The Ministry of Health.

Canada's experience<sup>7</sup> is relevant in the field of formation of the public

opinion on blood donation in Ukraine, namely: development of blood donation for doing research projects; boosting special honours for donors-beginners from the authorities; making a marker system for donors according to the number of donations with the numbers: "1" (a beginner), and correspondingly, "10", "15", "20"; formation of a blood donation system only by moral encouragement (badges, letters of thanks, etc.). UK experience<sup>8</sup> is suitable for legal drafting in Ukraine on banning blood donation to people who have travelled abroad to some definite for the last six months. Spain's experience<sup>9</sup> is favourable for some actions of the public authorities in Ukraine, such as: organisation of federations of blood donors; building cooperation between federations, donor associations with blood centres, hospitals and transfusion centres in the country; usage of SMS notifications to donors; implementation of donor marathons supported by the central authorities, local communities, NGOs to replenish blood bank.

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<sup>5</sup> <http://www.nrcs.org/program/blood-services>; <https://www.ifrc.org/what-we-do/health/blood-services/world-blood-donor-day/nepal-give-blood-save-lives-62510/>; <https://kathmandupost.com/health/2019/05/01/kathmandus-blood-banks-are-running-out-of-blood>; [https://reliefweb.int/sites/reliefweb.int/files/resources/7F8F28FAFA08C06949257620000AFC1D-Full\\_Report.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/7F8F28FAFA08C06949257620000AFC1D-Full_Report.pdf)

<sup>6</sup> <https://donor.ua/pages/2193>

<sup>7</sup> <https://www.blood.ca/en>; [---

<http://www.sportscardiologybc.org/donating-blood-in-canada-a-civil-duty/>; <https://www.straight.com/life/1265936/canadian-blood-services-calls-people-give-blood-number-donors-drop-summer>](https://www.canada.ca/en/health-canada/news/2019/06/message-from-the-minister-of-health-</a></p></div><div data-bbox=)

<sup>8</sup> <https://donor.ua/pages/2168>

<sup>9</sup> <https://europeanbloodalliance.eu/country/spain/>; <https://www.euroweeklynews.com/2018/11/22/donating-blood-in-spain/#.XnJXD9SLSt8>; <https://www.sh-barcelona.com/blog/en/donating-blood-barcelona/>; <https://www.citizensadvice.org/es/faq/can-i-donate-blood-in-spain/>; [http://evangelicalfocus.com/cities/2787/Spanish\\_Red\\_Cross\\_thanks\\_evangelicals\\_for\\_their\\_blood\\_donation\\_in\\_the\\_500\\_anniversary\\_of\\_Reformation](http://evangelicalfocus.com/cities/2787/Spanish_Red_Cross_thanks_evangelicals_for_their_blood_donation_in_the_500_anniversary_of_Reformation)

The experience of Turkey<sup>10</sup> is useful in the context of informational and advocacy activities of the public administration bodies of Ukraine, in particular: campaigning for donor involvement; application of the patriotic slogans, like “I donate blood for my country” on buses of mobile blood collection centres; creation of convenient mode of work of the points (open on weekdays and weekends from 9am to 7pm or 8pm); stimulating donors with medals for a certain amount of blood donations. Czech’s experience<sup>11</sup> is interesting for some operations of public administration of Ukraine, especially: developing procedures and rules for foreign citizens who can become donors if they have the state insurance and permanent residency status; no cash payments for donors; developing a donor reward system (the person who comes to donate blood for the first time receives the sign “blood drop”; who donated blood 10 times receives a bronze medal; who donated blood 20 times receives a silver medal; who donated blood 40 times receives a gold medal, who donated blood 80, 120 and 160 times receives state awards).

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<sup>10</sup> <http://www.euro.who.int/en/health-topics/Health-systems/blood-safety/archive/turkey/country-profile-blood-services-in-turkey>; <https://www.wyg.com/projects/recruitment-of-future-blood-donors>

<sup>11</sup> <https://www.uhkt.cz/blood-donors>; <https://www.vfn.cz/en/pacienti/kliniky-ustavy/fakultni-transfuzni-oddeleni/informace-pro-darce-krve/>; <https://blog.foreigners.cz/blood-donation-in-brno/>; <http://www.euro.who.int/en/countries/czechia/news/news/2014/07/world-blood-donor-day-in-the-czech-republic>

Swedish experience<sup>12</sup> is attractive in the aspects of organizational activities for the public administration bodies of Ukraine, namely: organization of work of mobile laboratories-buses; holding public actions together with large business centres; formation of donors’ responsibility for the safety of their blood; sending to blood donor an SMS on a mobile phone about using the person’s blood and gratitude for that. The experience of Japan<sup>13</sup> is appropriate for definite processes in the activities of the public administration bodies of Ukraine, such as: creation of conditions for blood collection by different structures (there are the Red Cross, blood transfusion centres, small offices, mobile buses that can often be found at the stations and crowded areas); notification of the urgent need for a particular blood type; using a point card besides the donor card (the donor receives a memorable gift when he/she has accumulated the required number of points).

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<sup>12</sup> <http://www.euro.who.int/en/countries/sweden/news/news/2016/06/blood-connects-us-all-blood-donation-text-message-service-in-sweden>; <https://www.iflscience.com/health-and-medicine/blood-donors-sweden-get-text-when-ever-their-blood-flows-another-human/>; <https://geblod.nu/app/uploads/2019/09/blood-donation-in-sweden-engelska-1.pdf>

<sup>13</sup> <http://www.jrc.or.jp/english/activity/blood/>; <https://www.nippon.com/en/features/h00215/tech-helps-maintain-japan%E2%80%99s-blood-supply-as-young-donors-drop.html>; <https://www.statista.com/statistics/1081487/japan-number-blood-donors/>; <https://jsguide.co/how-to-donate-blood-in-japan/>; <https://www3.nhk.or.jp/nhkworld/en/tv/72hours/20191217/4026126/>

**Conclusions.** The practice of public management of blood donation in Ukraine is in many ways similar to the practice of foreign countries. However, comprehension of public-private and public-public partnership opportunities in blood donation is different. Many foreign countries have good experience for Ukraine. Implementation of this experience will provide an opportunity to expand the circle of donors. Civil society and its institutions should be involved in this process. NGOs are actively involved in the development of blood donation in some countries. These NGOs do many procedures for free but sell their products and services to hospitals and the state. This experience is interesting for Ukraine but it will take a long time for the implementation. The experience of foreign countries regarding the organizational aspects of the activities of public administration bodies can be introduced faster, namely: mobile labs, incentive and motivation systems for donors, creation of appropriate conditions for donor, etc. Nonetheless, progressive changes in blood donation do not occur because the public-private partnership and public-public partnership in this area are not developed. Ukraine has a nationwide policy on blood donation but there is a lack of the policy directed to the implementation of innovations. Further explorations will address the role of NGOs in the processes of public management of blood donation.

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## PROFESSIONAL DEVELOPMENT OF SENIOR EXECUTIVES OF STATE EXECUTIVE AUTHORITIES INVOLVED IN THE ELIMINATION OF THE CONSEQUENCES OF AN AVIATION ACCIDENT

**Abstract.** The analysis of the complex of measures aimed at identifying aircraft that were or are in distress in the area of aviation search and rescue of Ukraine and providing well-timed assistance to the victims showed that the staff of the executive authorities, management bodies of search and rescue operations and search and rescue services are not always timely and not sufficiently confident in making decisions on the site of emergency operations, not professional enough to conduct search and rescue (SAR) operations, not accurate to organise the interaction of forces that are engaged in aviation search and rescue and also divisions directly responsible for SAR.

In order to specify the shortcomings in the training of personnel included in all aviation search and rescue authorities, the authors of the article created an information base of computer-oriented situational procedures for the list of functions defined in Section 3 (p. 2) of the Aviation Search and Rescue Rules in Ukraine (Order of the Ministry of Internal Affairs of Ukraine dated 16.03.2015

№ 279) for all participants of the operation of aviation search and rescue. According to the list of these procedures, they were experimentally assigned to working them out at specially organized staff trainings with staff of MASRCC and ASSRC, governing bodies at the airfields, operational coordination centres of the HD (U) SES in the regions. The staff of state executive bodies failed to take part in the experiment.

The results of the experiment, using the methodology of assessing the level of competence, allowed to analytically determine the integrated indicator of professional competence in the performance of the defined according to the post functions of each category of personnel, whose activity is related in one way or another, to the functioning of the aviation search and rescue system and direct search and rescue operations.

For objective reasons, the results of the study cannot be considered to be sufficiently correct due to a small number of respondents who participated in the experimental studies, but the findings were significantly correlated with the results of the ongoing review conducted in 2019 by the Aviation and Aviation Search and Rescue Department of the SES on the issues of search and rescue activities of ASAR personnel in response to aviation-related emergencies. But the integrated approach to determining the metrics allowed us to establish the trends quite certainly. The main essence of these trends is the imbalance of the curricula in the context of the ratio of fundamental and applied preparation, forms and types of theoretical and practical trainings and ignoring the possibilities of optimizing the content component on the basis of unification of educational, professional and certification processes.

The authors have convincingly proved the necessity of organizing and conducting the training of specialists of aviation search and rescue system entities (executive authorities, the SES, the Armed Forces of Ukraine, the National Guard, the National Police, the State Border Guard Service) involved in conducting aviation search and rescue operations on the basis of innovative organizational-pedagogical concepts (modular-competence, subject-activity and meta-subject approaches) as well as domestic and foreign experience.

**Keywords:** executive authorities, aviation accident, innovative didactics.

## **ПІДВИЩЕННЯ КВАЛІФІКАЦІЇ КЕРІВНИХ КАДРІВ ДЕРЖАВНИХ ОРГАНІВ ВИКОНАВЧОЇ ВЛАДИ, ЩО ЗАЛУЧАЮТЬСЯ ДО ЛІКВІДАЦІЇ НАСЛІДКІВ НАДЗВИЧАЙНОЇ СИТУАЦІЇ, ПОВ'ЯЗАНОЇ З АВІАЦІЙНОЮ ПОДІЄЮ**

**Анотація.** Аналіз комплексу заходів, спрямованих на виявлення повітряних суден, які зазнали або зазнають лиха в авіаційному районі пошуку і рятування України та надання своєчасної допомоги потерпілим показав, що персонал органів виконавчої влади, органів управління пошуково-рятувальними роботами та пошуково-рятувальні служби не завжди своєчасно та не достатньо впевнено приймають рішення на місці проведення аварійно-рятувальних робіт, недостатньо професійно проводять пошуково-рятувальні

роботи (ПРР), не чітко організовується взаємодія сил, які залучаються до авіаційного пошуку і рятування, а також підрозділів, що безпосередньо проводять ПРР.

З метою конкретизації недоліків у підготовці персоналу, що входять до всіх органів управління з авіаційного пошуку і рятування, авторами статті було створено інформаційну базу комп'ютерно орієнтованих ситуативних процедур за переліком функцій, визначених у Розділі 3 (п. 2) Правил авіаційного пошуку і рятування в Україні (Наказ МВД України від 16.03.2015 № 279) для усіх учасників операції з авіаційного пошуку і рятування. За переліком зазначених процедур експериментально було поставлено їх відпрацювання на спеціально організованих штабних тренуваннях з персоналом ГАКЦПР і АДЦПР, органів управління на аеродромах, оперативного-координаційних центрів ГУ (У) ДСНС в областях. Долучити до експерименту персонал державних органів виконавчої влади не вдалося.

На основі отриманих результатів експерименту, з використанням методики оцінки рівня компетентності, дало можливість аналітично визначити інтегрований показник професійної компетентності щодо виконання визначених за посадою функцій кожною категорією персоналу, діяльність якого пов'язана тією чи іншою мірою з функціонуванням системи авіаційного пошуку і рятування та безпосереднім проведенням пошуково-рятувальних робіт.

З об'єктивних причин результати дослідження не можна вважати достатньо коректними через малу кількість респондентів, що брали участь в експериментальних дослідженнях, але отримані висновки суттєво корелювалися з результатами поточної перевірки, проведеної в 2019 році Управлінням авіації та авіаційного пошуку і рятування ДСНС з питань пошуково-рятувальних дій персоналу АПР під час реагування на надзвичайні ситуації, пов'язані з авіаційними подіями. Однак запроваджений інтеграційний підхід щодо визначення оціночних показників дозволив досить вірогідно встановити тенденції, основною сутністю яких є незбалансованість навчальних програм у контексті співвідношення фундаментальної і прикладної підготовки, форм і видів занять теоретичного і практичного навчання та ігнорування можливостей оптимізації змістовного складника на засадах уніфікації освітньо-професійного та сертифікаційного процесів.

Доведено необхідність організації та проведення навчання фахівців суб'єктів системи авіаційного пошуку і рятування (органів виконавчої влади, ДСНС, ЗС України, Національної гвардії, Національної поліції, Державної прикордонної служби), що залучаються до проведення операції з авіаційного пошуку і рятування на засадах інноваційних організаційно-педагогічних концептів (модульно-компетентнісного, суб'єктно-діяльнісного та метапредметного підходів) та вітчизняного і зарубіжного досвіду.

**Ключові слова:** органи виконавчої влади, авіаційна подія, інноваційна дидактика.



## **ПОВЫШЕНИЕ КВАЛИФИКАЦИИ РУКОВОДЯЩИХ КАДРОВ ГОСУДАРСТВЕННЫХ ОРГАНОВ ИСПОЛНИТЕЛЬНОЙ ВЛАСТИ, ПРИВЛЕКАЕМЫХ К ЛИКВИДАЦИИ ПОСЛЕДСТВИЙ ЧРЕЗВЫЧАЙНЫХ СИТУАЦИЙ, СВЯЗАННЫХ С АВИАЦИОННЫМ ПРОИСШЕСТВИЕМ**

**Аннотация.** Анализ комплекса мероприятий, направленных на выявление воздушных судов, подвергшихся или терпящих бедствие в авиационном районе поиска и спасения Украины и оказания своевременной помощи пострадавшим, показал, что персонал органов исполнительной власти, органов управления поисково-спасательными работами и поисково-спасательные службы не всегда своевременно и недостаточно уверенно принимают решение на месте проведения аварийно-спасательных работ, недостаточно профессионально проводят поисково-спасательные работы (ПСР), нечетко организуется взаимодействие привлекаемых сил авиационного поиска и спасения, а также подразделений, которые непосредственно проводят ПСР.

С целью конкретизации недостатков в подготовке персонала, входящих во все органы управления авиационного поиска и спасения, авторами статьи была создана информационная база компьютерно ориентированных ситуативных процедур по перечню функций, определенных в разделе 3 (п. 2) Правил авиационного поиска и спасения в Украине (Приказ МВД Украины от 16.03.2015 № 279) для всех участников операции по авиационному поиску и спасению. По содержанию указанных процедур экспериментально была поставлена их отработка на специально организованных штабных тренировках с персоналом ГАКЦПС и АДЦПС, органов управления на аэродромах, оперативно-координационных центров ГУ (У) ГСЧС в областях. Привлечь к отработке эксперимента персонал государственных органов исполнительной власти не удалось.

На основе полученных результатов эксперимента с использованием методики оценки уровня компетентности, дало возможность аналитически определить интегрированный показатель профессиональной компетентности по выполнению соответствующих должностных функций каждой категорией персонала, деятельность которого связана в той или иной степени с функционированием системы авиационного поиска и спасения и непосредственным проведением поисково-спасательных работ.

По объективным причинам результаты исследования нельзя считать достаточно корректными из-за малого количества респондентов, участвовавших в экспериментальных исследованиях. Полученные выводы существенно коррелируются с результатами текущей проверки, проведенной в 2019 году Управлением авиации и авиационного поиска и спасения ГСЧС по вопросам поисково-спасательных действий персонала АПС во время реагирования на чрезвычайные ситуации, связанные с авиационными происшествиями. Но примененный интеграционный подход по определению оценочных показателей позволил достаточно достоверно установить тенденции. Сущностью



этих тенденций является несбалансированность учебных программ в контексте соотношения фундаментальной и прикладной подготовки, форм и видов занятий теоретического и практического обучения и игнорирование возможностей оптимизации содержательного компонента на основе унификации образовательного и сертификационного процессов.

Авторы убедительно доказали необходимость организации и проведения обучения специалистов субъектов системы авиационного поиска и спасения (органов исполнительной власти, ГСЧС, ВС Украины, Национальной Гвардии, Национальной Полиции, Государственной пограничной службы), привлекаемых к проведению операции по авиационному поиску и спасанию на основе инновационных организационно-педагогических концептов (модульно-компетентностного, субъектно-деятельностного и метапредметного подходов) на основе отечественного и зарубежного опыта.

**Ключевые слова:** органы исполнительной власти, авиационное происшествие, инновационная дидактика.

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**Problem statement.** The effective functioning of search and rescue support for flights is a prerequisite for Ukraine to fulfil its obligations to its own people as a user of air transport services and an associate member of the EU in the context of international agreements. Timeliness, reliability and efficiency of comprehensive provision are the main components of the technological process of aviation search and rescue.

Civil aviation aircraft are, for the most part, airplanes with a passenger capacity of 150 to 850 people. Aviation accidents that may occur with such aircraft, in case of their fall, are usually accompanied by an emergency. The elimination of the consequences of such an emergency is carried out by central executive bodies, rarely at the regional level.

The permanent governing bodies responsible for the effective conduct of aviation search and rescue in case of an aviation accident are the appropriate search and rescue coordination centres

(SRCC) – the basis of the functional component of the Unified System of Aviation Search and Rescue Operations (USASRO).

The structure of this functional component includes: the Main Aviation Search and Rescue Coordination Centre (MASRCC) with four Aviation Support Search and Rescue Centres (ASSRC); Search and Rescue Coordination Centre of the Armed Forces of Ukraine; Aviation Division of National Guard of Ukraine; the Main Management Centre of the State Border Guard Service of Ukraine; the Civil Aviation Search and Rescue Coordination Centre; regional and structural units of organization and maintenance of air traffic within UkSATSE.

The forces involved in the direct conduct of aviation search and rescue operations include the Special Aviation Squad of the Operational Rescue Service of the SES and the regular aircraft from the listed ministries and agencies under contracts with the SES of Ukraine. Regional authorities are

involved in the search and rescue operations of an aircraft that is (has been) in distress by the operational coordination centres of the departments of the SES of Ukraine, with the involvement of search and rescue forces and the means of the territorial subsystem of the unified state system of civil protection (USSCP).

It is obvious that in difficult circumstances of an aviation accident the success of rescue and survival of the victims depends on the professional training of the specialists of the above-mentioned bodies of management and coordination and specialists of different profiles of professional direction that directly organise and conduct search and rescue operations (SARO).

But the multi-departmental structure of this system and the multifaceted, in the context of professional training, specificity of aviation search and rescue operations, often show not a sufficiently high level of efficiency of its functioning according to a human factor.

The common regulatory documents on aviation search and rescue, which are used by all central and regional executive authorities, are: Decree of the Cabinet of Ministers of Ukraine dated November 14, 2012, № 1037 “On measures to improve the organization and conduct of aviation search and rescue operations” and the Order of the Ministry of Internal Affairs of Ukraine dated March 16, 2015, № 279 “On approval of the Rules of aviation search and rescue in Ukraine”, registered at the Ministry of Justice of Ukraine April 01, 2015, № 364/26809 [1, 2].

However, in the aforementioned entities of the aviation search and rescue

(ASR) system, they look differently at the organizational and meaningful components of professional development of specialists in this field: the Armed Forces – in the structure of command training, in the context of the Rules of Search and Rescue Support for State Aviation Flights, the State Emergency Service of Ukraine – involving the Institute of Public Administration in the Sphere of Civil Protection, guided by the Rules of aviation search and rescue, the National Guard, the National Police and the Border Guard Service of Ukraine – according to the plans of professional training, on the basis of departmental Regulations as derivatives of the two previous documents above. The staff of the central executive bodies for training and professional development, with a focus on aviation accidents (AA), are extremely limited in the framework of programmes on subjects in the field of civil protection.

Therefore, there is no unified and standardized approach to the formation of training programmes for the development of specialists in the context of aviation search and rescue in relation to a single object – a distressed aircraft, the implementation of which is advisable to conduct, as stipulated by law, in a single educational establishment of the SES.

**Problem formulation.** The analysis of a number of search and rescue operations carried out at the occurrence of AA showed that search and rescue services do not always timely find the place where an aviation accident occurred, the decision on the site of rescue operations is not always sufficiently confident, the search and rescue

(SAR) operations are not professional enough, there is no clearly organized interaction between the executive authorities and the governing bodies involved in aviation search and rescue, as well as the divisions conducting SAR.

In order to specify the shortcomings in the training of personnel included in all aviation search and rescue authorities, the authors of the article created an information base of computer-oriented situational procedures for the list of functions defined in Section 3 (p. 2) of the Aviation Search and Rescue Rules in Ukraine (Order of the Ministry of Internal Affairs of Ukraine dated 16.03.2015 № 279). According to the list of these procedures, they were experimentally assigned to working them out at specially organized staff trainings with staff of MASRCC and ASSRC, governing bodies at the airfields, operational coordination centres of the HD (U) SES in the regions.

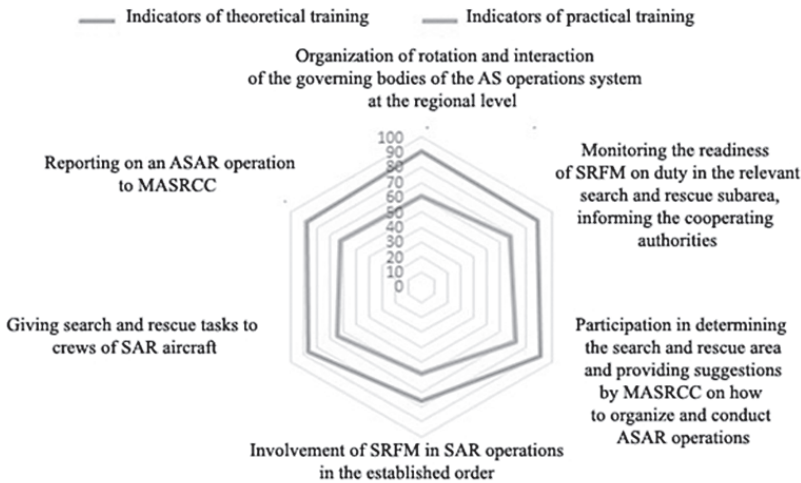
According to the results of the experiment, using the methodology of

assessing the level of competence, it became possible to analytically determine the integrated indicator of professional competence in the performance of the defined according to the post functions of each category of personnel, whose activity is related in one way or another, to the functioning of the aviation search and rescue system and direct search and rescue operations [3]. According to the obtained results, nomograms were constructed showing the level of functional competence of each category of respondents (Figure).

The assessment of professional competence was carried out by the following four criteria:

*the first*, the ability to plan, organise, and conduct ASAR operations within the competencies provided, using appropriate search and rescue technologies;

*the second*, the ability to create safe working conditions within the acceptable risk for the participants of SAR operations:



**Indicators of the level of competence of personnel involved in conducting aviation search and rescue operations**

*the third*, the ability to maintain continuous professional development, self-evaluation and reflection;

*the fourth*, the ability to model the behaviour of participants in the context of the SAR operations and to establish their partnership interaction.

Although the above nomograms cannot be considered sufficiently correct because of a small number of respondents who participated in the experimental studies, the reliability of the experimentally obtained conclusions is confirmed by the results of the ongoing review conducted in 2019 by the Aviation and Aviation Search and Rescue Department of the SES on the issues of search and rescue activities of ASAR personnel in response to aviation-related emergencies.

As a result of such an integrated approach to determining the metrics, the following trends have been established:

1. Specialists in the field of aviation search and rescue have a sufficiently high (satisfactory) level of theoretical training, which ranges from 75 to 85 points. At the same time, there is a statistically significant gap in the indicators of practical training of the personnel of the ASAR system in the context of transformation of theoretical knowledge within the practical working out of situational procedures related to an aviation accident and is in the range of 51–65 points.

2. While the object of aviation search and rescue for all participants of search and rescue operations is an aircraft in distress, the content of their training, retraining and professional development is determined by training programmes that differ significantly in their content, forms and types. That

is, approaches to the unification and standardization of the educational process are not being implemented.

The established imbalance of the curricula in the context of the ratio of fundamental and applied preparation, ignoring the possibilities of optimization of their content component on the basis of methods of unification, the imbalance of the forms and types of classes in theoretical and practical training make it possible to reasonably define the object and subject of the study and formulate its aim.

**Object of study** — aviation search and rescue of an aircraft and passengers who are in distress as a result of an aviation accident.

**Subject of study** — theoretical-methodological and organizational bases of training of the personnel of the SRS of the State Aviation of Ukraine on the principles of unification of educational and professional as well as certification processes.

**The aim** — to make certain of the necessity of the organization and training of specialists of the entities of state aviation of Ukraine (the SES, the Armed Forces of Ukraine, the National Guard, the National Police, the State Border Guard Service) involved in conducting aviation search and rescue operations on the basis of innovative organizational-pedagogical concepts, domestic and foreign experience as well as unification of educational and certification processes.

**Analysis of recent research and publications.** Problems of reliability of functioning of the system of aviation search and rescue are constantly in the centre of domestic and foreign scientific studies. The training of search and

rescue specialists, as one of the main components of the effectiveness of an operation, is thoroughly studied in the works of F. Nilsson, K. V. Surkov and H. S. Mandryk [4]. Professionally important qualities of rescuers are reflected in the works of V. Maryshchuk, O. Dyshkant, O. Timchenko, A. Shlenkov [5-7]. Psychological and psychophysiological aspects were developed in the works of S. Myronets, V. Medvedev, V. Maryshchuk [8, 9]. Organizational aspects of search and rescue support of flights in aviation are considered in the works O. Sobolev, V. Popov, A. Seleznev and others [10]. Medical and medical-psychological foundations in the field of search and rescue were analysed by P. Volianskyi, A. Makarenko, N. Drozdenko, S. Striuk, M. Dolhyi [11].

The United States of America and the United Kingdom are considered to be the leaders of the world education in the context of specialist training of the aviation industry. Studies on professional training of future specialists of different specialties in the USA, on the basis of comparative pedagogy, were conducted by domestic scientists Y. Belmaz, N. Beniuk, O. Dubovyk, O. Romanovska [12–15]. The generalized findings of the research results conducted by these scientists show that at the present stage of reforming the key areas of training should be modernization, integration, differentiation of the content of training, informatization, individualization and implementation of modern approaches and innovative methods.

The rethinking of the traditional training system updates the search for various factors to improve professional

education in the area of Civil Security, based on the above-mentioned issues of training, retraining and professional development of personnel of state aviation entities in the context of aviation search and rescue.

**Presenting main material.** The current state of search and rescue support for flights of the state aviation of Ukraine requires qualitatively new approaches to the professional training, retraining and professional development of specialists of coordination centres of aviation search and rescue, as well as specialists of emergency rescue works on elimination of consequences of an aviation accident.

In our opinion, it will not be superfluous to conduct a deeper study of the experience of the leading countries in the world, such as the USA and Europe, where there is a constant process of improving the professional training of aviation specialists.

The requirements for the training of aviation search and rescue professionals in the United States are implemented through the system of flight schools that are required to document the training course and conduct practical exercises after obtaining an appropriate licence from the Federal Aviation Administration. This approach makes it possible to certify each specialist involved in SAR operations and to issue them with qualification certificates of appropriate class qualifications for a specific group of aircraft that may be authorized by a specialist in aviation and rescue operations. Theoretical examination is an important aspect of professional training, which is conducted in special authorized test centres. Computer-based tests are

used to test theoretical knowledge. A streamlined computer technology system helps to increase the effectiveness of learning, enhances the ability to present a variety of dynamic training video, audio and animation information. The volume of test questions includes about 600 situational procedures that are close to real-life conditions.

Among European countries, the United Kingdom is actively pursuing measures to improve the quality of training of aviation search and rescue personnel. The practical implementation of personnel training tasks is the responsibility of specialized educational institutions. The peculiarity of the training is that only those with higher education are recruited for vocational training. Depending on a professional field, a specialist, after passing theoretical exams, receives a certificate or a national licence with the right to perform aviation rescue work. In general, the training of aviation specialists is carried out according to the latest achievements of science and technology. The focus is on aviation safety and following the appropriate instructions, with mandatory periodic certification [16].

In Germany, the professional activity of SAR specialists is impossible without a licence [17]. Theoretical preparation is usually 90 hours, after which an exam is taken. Practical training is based on the study of instructions before beginning practical classes, which are based on training exercises.

In order to study the Norwegian experience of preparation of future specialists of coordination centres, with the purpose of introducing it into the process of professional training of future specialists in higher educational

establishments of Ukraine, it made us turn to the methods of comparative pedagogy. In the Norwegian Specialist Training System, the attention is focused on improving the planning, organization, coordination and conduct of aviation search and rescue operations. Norway has harnessed the great potential of both human and logistical search and rescue resources, so it provides effective search and rescue not only in its area of responsibility for SAR operations, but also in other countries such as Denmark, Finland, Estonia, Sweden, Iceland, Greenland, the Faroe Islands. The Norwegian vocational training of search and rescue specialists is carried out in accordance with the requirements of international aviation organizations, and the best international experience in the field of education is constantly accumulated, adapting it to the needs of its society [4]. The concept of the Norwegian system of training of search and rescue professionals is focused on the implementation of such elements as the legal basis, organizational structure, staffing and effective financial support system. This conceptual basis for training is to standardize the relevant operational procedures within the partner countries of SAR operations. This guarantees the effective work of search and rescue personnel in the region in case of an AA or other emergency.

The analysis of the statistics on the number and effectiveness of conducted SAR operations, the equipment quality of the search and rescue forces and the level of their professional training are maintained at a high level through a systematic internship directly at the SRCC at Bodø Airport based at the



Emergency Response Crisis Centre provided by airline Wideroe. The processes of organization, planning, coordination, carrying out SAR operations were simulated in dynamics in this centre, questions about the conditions and tasks of professional activity were also clarified. The training is carried out under one-year programmes consisting of various modules, such as aviation search and rescue, marine search and rescue, coast guard radio activity, air navigation, and more. After completing the vocational training program, future professionals must take a theoretical and practical test. The results of these tests determine the suitability of applicants to effectively pursue a professional activity.

On the basis of the comparative analysis, conclusions were obtained regarding the leading factors that determine the effectiveness of the search and rescue system, as well as the systems of training of search and rescue specialists; problems in human resources, organizational and technical components of the training system were identified. It is established that not every element of the system performs regular assessment of the state of preparedness of personnel of the ASAR and establishment of needs for providing the educational process in the context of the requirements of international standards in search and rescue sphere. The Norwegian vocational training method provides creative use of professional knowledge, skills and abilities, formation of a complex of professionally important qualities in the conditions of real situations.

In the context of the European integration of Ukraine and the results of

the above-mentioned pedagogical comparison, new challenges to the national system of training, retraining and professional development of aviation search and rescue personnel are obviously emerging in terms of the need for its improvement and transformation on the basis of advanced educational technologies such as modular-competence, subject-activity approaches, combined with informative.

Modular-competence, meta-subject and subject-activity approaches are of great significance for upgrading vocational education in Ukraine, which is why highlighting their key points in the context of improving the training, retraining and professional development of aviation search and rescue professionals of all categories is an urgent need of time.

New emphases on the problem of the modular-competence approach in vocational education emerged in the mid-1990s in the situation of the urgent need for its standardization in the context of the introduction of common European basic models of vocational training for highly qualified specialists. The main characteristics of a modular competency learning model are not only the description of functions, but also the description of the profession, including interconnections and interdependencies in their process. Functional-process paradigm of modular-competence approach in professional training revealed its high adaptability, which is based on:

- structuring the content of vocational training;
- keeping a clear sequence of presentation of all didactic elements of the educational model (hierarchy of goals,

content, ways of managing cognitive activity) in the form of a programme algorithm;

- variability of structural personally oriented organizational-pedagogical and didactic-psychological units.

The modular-competence approach envisages the design of vocational training, based on educational and professional guidelines, goals and content of future activities. And after that, special attention is needed to the correction of the educational process and its diagnosis. The structural components of the modular-competence approach are the following: target setting; the content component; the organizational component; the result of the activity. The basis of the modular-competence approach is the modular educational and professional programme, which is based on professional competences.

In combination with a competency approach, meta-subject matter serves as a principle of integrating the content of vocational training and as a way of forming theoretical thinking and universal ways of professional activity. If a specialist whose activities in the future will be related to search and rescue operation in case of an aviation accident, independently finds ways of action when performing professional tasks on simulation models, this gained experience can be used in other extreme situations. The learner has the ability to identify the problem in a difficult situation and suggest ways to solve it. This characterizes the process of competency acquisition through the meta-subject organization of professional training of future aviation rescuers.

On the basis of the achievements of the world psychological and pedagogical

science, Ukrainian scientists of the late 20<sup>th</sup> and the early 21<sup>st</sup> centuries made a significant contribution to solving the theoretical and methodological problems of the subject-activity approach. The modelling of the cognitive process with the implementation of the subject-activity approach is based on the didactic-psychological construction of interactive interpersonal interaction of learners with those who teach, on the background of the functioning of the object of knowledge. At the same time, the organization of interpersonal interaction of the subjects of educational activity should be focused on theoretical and methodological aspects of modelling pedagogical situations, with substantiation of assessment criteria of the level of readiness of students to perceive and work with the proposed situations to be studied, and teachers – in the context of the ability to develop the educational content of such pedagogically subject-oriented activities.

From the foregoing, it is obvious that the application of these approaches to the actual practice of training, retraining and professional development with their traditional organization is related to significant difficulties, and with insufficient computerization (software and hardware component of this innovation process), is completely impossible. In addition, it should be emphasized that the declaration in the educational standards of the transition to modular-competence, meta-subject and subject-oriented activity approaches is insufficient and requires the development of science-based, close to real conditions techniques as for their implementation, with a focus

on the widespread use of process and functional capacities of information and communication technologies for modelling organizational-pedagogical and didactic-psychological processes for training specialists involved in SAR operations related to aviation accidents. A real mechanism for implementing these approaches can be a specially created professionally oriented information educational environment, built on powerful didactic capabilities of hardware and software in combination with information and communication technologies.

In Ukraine, training of personnel of the emergency rescue teams of state aviation and their management bodies is conducted in aviation divisions and subdivisions of the Armed Forces of Ukraine, the National Guard, the National Police and the State Border Guard Service of Ukraine. In aviation divisions (subdivisions) schedules of trainings are drawn up, plans of their carrying out are developed, necessary documentation is prepared, and the course of their implementation is organized and controlled. The preparation of thematic plans takes into account the technical equipment of the units of emergency and rescue teams, as well as the level of theoretical training of personnel. The evaluation of this training is carried out in accordance with the Standards of assessment of the quality of search and rescue forces preparation for the search and rescue operations.

Obviously, in this system the professional training of aviation search and rescue specialists is not capable of implementing the above described innovative pedagogical technologies and

cannot be oriented to the requirements of the relevant international standards.

**Conclusions.** Pursuant to the Aviation Search and Rescue Rules in Ukraine, the State Emergency Service of Ukraine is responsible for organizing and conducting the qualification development of personnel of aviation search and rescue management bodies, as well as civil defence officials involved in aviation search and rescue operations and aviation search and rescue activities according to the above-mentioned technologies [2, S. IV, p. 1, p. 8]. The preparation level of scientific and teaching staff, methodological and logistical support at the Institute of Public Administration in the Sphere of Civil Protection of the process of professional development of the listed categories of all subjects of state aviation meets all of the above approaches and requirements. Persons who have successfully passed the vocational training programmes are awarded a state standard education document that meets the requirements of international standards. But today, the implementation of this provision lies only in the plane of improving the regulatory framework.

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## MAIN ASPECTS OF FUNCTIONING OF PHONE “HOT LINES” OF STATE AUTHORITIES

**Abstract.** The article analyzes the main aspects of the functioning of telephone hotlines of public authorities in Ukraine. Emphasis is placed on the identified shortcomings in the investigated field. The basic information on the functioning of “hot lines” of executive authorities is considered. The necessity of covering information on the functioning of hotlines and their contacts on the official web-sites of some state bodies is raised.

In the course of the study, particular attention was paid to the existence of discrepancies between the names of hotlines and their telephone numbers.

They came to the conclusion that information about the presence of the hot-line or link to it on the home pages of official bodies of the executive bodies was required.

Attention was drawn to the significant limitation of the possibility of direct access to the hotlines of most central executive bodies due to the lack of possibility of making free calls.

It was found that in some cases there is a timely update of information on official sites, no clear mode of operation of the line, and a list of several “hotlines”.

A study of telephone conversations with hotline workers found that there was no way to call some executive agencies because the line was constantly busy.

They also drew attention to the presence of an answering machine with a message about the ability to record a conversation in order to improve the quality of calls. Only 10 executive bodies can sway here.

They analyzed the beginning of the conversation and came to the conclusion that most of the specialists of hotlines do not provide either their own name or even their number. But, at the same time, it is worth noting the polite manner of communication and friendly treatment of the citizens by the employees of most lines of the authorities, as well as the correct and tolerant conclusion of the conversation.

They clarified the need to improve the functioning of telephone “hotlines” of public authorities in the following areas: setting up and working out uniform standards of work; introduction of special training courses for employees of these lines; constant control of the quality of service to citizens; updating of software and so on.

In general, let us conclude that the main problem is the lack of clear coordination of the work of such lines by the state.

**Keywords:** “hotline”, appeals, public authorities, functioning, specialists of “hotlines”, improvement.

## ОСНОВНІ АСПЕКТИ ФУНКЦІОНУВАННЯ ТЕЛЕФОННИХ “ГАРЯЧИХ ЛІНІЙ” ОРГАНІВ ДЕРЖАВНОЇ ВЛАДИ

**Анотація.** Проаналізовано основні аспекти функціонування телефонних “гарячих ліній” органів державної влади в Україні. Акцентовано увагу на виявлених недоліках у досліджуваній сфері. Розглянуто основну інформацію щодо функціонування “гарячих ліній” органів виконавчої влади. Розкрито питання необхідності висвітлення інформації щодо функціонування “гарячих ліній” та їх контактів на офіційних сайтах деяких державних органів.

У ході дослідження особливу увагу звернено на існування розбіжностей між назвами “гарячих ліній”, а також номерами їх телефонів.

Зроблено висновок щодо необхідності висвітлення на стартових сторінках офіційних сайтів виконавчих органів інформації про наявність “гарячої лінії” або посилання на неї.

Головний акцент зроблено на суттєве обмеження можливості прямого звернення на “гарячі лінії” більшості центральних органів виконавчої влади у зв’язку з відсутністю можливості здійснення безкоштовних дзвінків.

З’ясовано, що в деяких випадках відбувається невчасне оновлення інформації на офіційних сайтах, не зазначається чіткий режим роботи лінії, а також наведено перелік кількох “гарячих ліній”.

У процесі дослідження телефонних розмов з працівниками “гарячих ліній” виявлено, що змога дотелефонуватись до деяких виконавчих органів взагалі відсутня, оскільки лінія постійно зайнята.

Також привернула увагу наявність автовідповідача з повідомленням про можливість запису розмови з метою покращення якості розмов. Позитивним результатом при цьому можуть похвалитися лише 10 органів виконавчої влади.

Проаналізовано початок розмови, який дозволив дійти висновку, що більшість фахівців “гарячих ліній” не повідомляють ні власного імені, ні навіть табельного номера. Водночас слід відзначити ввічливу манеру спілкування та доброзичливе ставлення до громадян з боку працівників більшості ліній органів влади, а також коректне та толерантне завершення розмови.

Висвітлено необхідність удосконалення функціонування телефонних “гарячих ліній” органів державної влади в таких напрямках: налагодження та відпрацювання єдиних стандартів роботи; запровадження спеціальних курсів підвищення кваліфікації для працівників зазначених ліній; постійний контроль якості обслуговування громадян; осучаснення програмно-технічного забезпечення тощо.

Загалом зроблено висновок, що основна проблема полягає у відсутності чіткої координації роботи таких ліній з боку держави.

**Ключові слова:** “гаряча лінія”, звернення, органи державної влади, функціонування, фахівці “гарячих ліній”, удосконалення.

## **ОСНОВНЫЕ АСПЕКТЫ ФУНКЦИОНИРОВАНИЯ ТЕЛЕФОННЫХ “ГОРЯЧИХ ЛИНИЙ” ОРГАНОВ ГОСУДАРСТВЕННОЙ ВЛАСТИ**

**Аннотация.** Проанализированы основные аспекты функционирования телефонных “горячих линий” органов государственной власти в Украине. Акцентируется внимание на выявленных недостатках в исследуемой сфере. Рассмотрены основные сведения о функционировании “горячих линий” органов исполнительной власти. Раскрыто вопрос о необходимости внесения информации о функционировании “горячих линий” и их контактов на официальных сайтах некоторых государственных органов.

В ходе исследования особое внимание обращено на существование разногласий между названиями “горячих линий”, а также номерами их телефонов.

Сделан вывод о необходимости размещения на стартовых страницах официальных сайтов исполнительных органов информации о наличии “горячей линии” или ссылки на нее.

Основное внимание сакцентируется на существенное ограничение возможности прямого обращения на “горячие линии” большинства центральных органов исполнительной власти в связи с отсутствием возможности осуществления бесплатных звонков.

Было выяснено, что в некоторых случаях происходит несвоевременное обновление информации на официальных сайтах, не указывается четкий режим работы линии, а также приведен перечень нескольких “горячих линий”.

В исследовании телефонных разговоров с работниками “горячих линий” выявлено, что возможность дозвониться до некоторых исполнительных органов вообще отсутствует, поскольку линия постоянно занята.

Также обращено внимание на наличие автоответчика с информацией о возможности записи разговора с целью улучшения его качества. Положи-

тельным результатом при этом могут похвастаться только 10 органов исполнительной власти.

Анализ начала разговора позволил сделать вывод, что большинство специалистов “горячих линий” не сообщает ни своего имени, ни даже табельного номера. Одновременно следует отметить вежливую манеру общения и доброжелательное отношение к гражданам со стороны работников большинства линий органов власти, а также корректное и толерантное завершение разговора.

Отмечена необходимость усовершенствования функционирования телефонных “горячих линий” органов государственной власти в следующих направлениях: налаживание и отработка единых стандартов работы; введение специальных курсов повышения квалификации для работников указанных линий; контроль качества обслуживания граждан; модернизация программно-технического обеспечения и т. п.

В целом сделан вывод, что основная проблема заключается в отсутствии четкой координации работы таких линий со стороны государства.

**Ключевые слова:** “горячая линия”, обращение, органы государственной власти, функционирования, специалисты “горячих линий”, совершенствование.

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**Problem statement.** In modern Ukraine, the role of citizens' appeals as an effective tool of civil society influence on public authorities has not yet been fully understood. The substantial reevaluation of approaches to determining the role and place of the institution of citizens' appeals is necessary to improve public administration in the system of ensuring human rights, improve the interaction between state and society, and establish social and legal state in Ukraine.

The citizens' appeals are an important factor in making socially important decisions in any democratic country, regardless of its political structure and form of government. This is an important tool for identifying and systematically analyzing negative trends that threaten the stable development of individual and society as a whole.

Ensuring rights and freedoms involves creating appropriate conditions and forming effective mechanisms for responding to citizens' appeals by public authorities and local self-governments, as well as implementing constitutional principles of state governance [1].

The existence of various hotlines allowing citizens to submit an appeal has long been no news for our time. Now, most organizations have their own telephone lines, which can be used to obtain this or that information. In this case, public authorities are no exception [2]. This led to the need to analyze the activities of such lines and special directory inquiry services that currently operate in most executive authorities.

**Highlighting the unresolved parts of general problem.** Today, the issues of ensuring proper functioning of hotlines of public authorities remain unre-

solved. There are a lot of problems from organizational point of view of their functioning, human resourcing, proper distribution of functional responsibilities and load on employees, as well as in terms of responsibility for improper consideration, evasion or unjustified refusal to consider appeals. Given that the institution of citizens' appeals is an integral part of the rule-of-law state functioning, the outlined problems deserve special attention and need to be addressed. This, in turn, will allow establishing cooperation between public authorities and citizens who apply to these authorities in order to be heard.

**Analysis of recent studies and publications.** The wide range of scientific works of domestic and foreign scientists is devoted to the study of hotlines and citizens' appeals submitted directly with their help. The importance of this issue is due to the fact that appeals to public authorities and local self-governments, which are submitted using special hotlines, are an important feedback mechanism between state and citizens and one of the objective integral indicators of assessing the level of civil society formation, indicator of maturity and irreversibility of democratic transformations in the state. These are the works by O. Chub, O. Babinova, V. Sobol, V. Soroka, V. Bakumenko, M. Bilynska, V. Vorotin, V. Holub, V. Hoshovska, N. Hrytsiak, Yu. Kovbasiuk, V. Kniaziev, A. Kolodiy, V. Luhovyi, V. Mamonova, A. Popok, O. Pukhalo, Ya. Radysh, I. Rozputenko, Ye. Romat, V. Troshchynskiy, H. Sytnyk, A. Semenchenko, Yu. Surmin, S. Teleshun and others.

However, despite the wide range of studies on various aspects of this topic, a significant number of problems still

require further development and in-depth study. The processes of social transformation, establishment of new social ties updates the need for scientific studies of the problem of interaction between government and public, which would adequately reflect the complexity of transformations taking place in society [3]. The urgent need to improve the efficiency of working with citizens' appeals due to hotlines and to optimize dialogue relations requires a comprehensive study of these problems, increases their relevance and practical significance.

**Purpose of the article** is to analyze the current status of telephone hotlines of executive authorities in Ukraine and ways to improve them based on the analysis of activities of hotlines of public authorities and scientific studies.

**Statement of main material.** The study analyzed the effectiveness of hotlines of central executive authorities, identified their "bottle necks" that negatively affect both the image of the institution and the effectiveness of response by public authorities, and determined the ways to improve the activities of the studied lines and services.

This analysis was based on the list of reference information provided on the websites of the state institution Government Contact Center [4] and Government Portal [5].

The analysis of contact information provided on these Internet resources clearly showed that the websites of Government Contact Center and some central executive authorities do not contain any information on existence of their own hotlines. Apparently, such executive authorities are not interested in receiving appeals directly, but are

“content” only with appeals that are registered at the government hotline.

In some cases, information on telephone lines and services of certain public authorities could only be found on the website of Government Contact Center, while no similar contact information was found on the websites of these institutions. There were cases when telephone numbers could be found on the websites of executive authorities, but they were not displayed on the website of the mentioned state institution. In most cases, information on telephone hotlines and directory inquiry services were available both on the websites of executive authorities and on the website of Government Contact Center.

It is impossible not to notice the fact that in many cases of analysis of information available on the official websites of executive authorities and website of Government Contact Center, the differences were traced, that is, completely different telephone numbers were indicated. In other cases, discrepancies were found, which can be considered “typical”. They consisted of:

- differences between the names;
- differences between hotlines telephone numbers listed on the websites of relevant authorities;
- lack of information on hotlines working hours.

In addition to the identified problems of system nature, the attention should also be paid to other problems of substantive and organizational nature identified during the study [6].

*First*, the vast majority of telephone hotlines of central authorities differ both in sound and in spelling, for example: telephone number, hot telephone

line, directory assistance service, telephone hotline, call center, hotline telephone number, crisis hotline, directory inquiry telephone line, telephone number of hotline, single telephone number, helpline, directory assistance telephone system, hotline, contact center, Pulse service, direct telephone hotline, Corruption Report, support line, contact center, Dovira service telephone number and so on. Due to this discrepancy between the names, ordinary citizens have difficulty finding a particular telephone number.

*Secondly*, information on existence of hotline or link to it cannot be found on the start page of the official websites of some institutions, therefore, the citizens concerned spend more time searching. Instead, information on or link to government hotline is available on almost every website of public authorities.

*Thirdly*, to call the vast majority of hotlines, there is a need to make long-distance calls (unless you are a resident of Kyiv). This is due to the fact that most lines have the dialing code 044, which is the code of Kyiv. Instead, numbers starting with 0800 are much more convenient, because they are usually free.

During the study it was revealed that the majority of websites of executive authorities, the telephone line numbers of which start with 0800, do not provide information which of these calls are free: either only from landlines, or also from Ukrainian mobile operators.

*Fourth*, a fairly large number of central executive authorities have several telephone hotlines. In some cases, there is a whole list of numbers to leave an



appeal. This can confuse citizens, as they do not clearly understand the area of responsibility for each of them. It is much more convenient for the population to have one telephone hotline for each executive authority, which would allow specialists to switch calls to government officials responsible in one plane or another.

*Fifthly*, during the study, there were cases when no comprehensive information on lines working hours was found. Often, the official websites of relevant authorities do not provide information on possible work breaks, and in some cases the schedule sounds like “during the working day”, which leads to additional actions by parties concerned to clarify necessary issues. It is also worth noting the lack of consistency in the work schedule of such lines. This means that some lines work 24/7, while others work on certain days or hours per week. In this case, citizens have to wait, for example, for a certain day, which makes it impossible to use the right to appeal at any time. In my opinion, if hotline works only at certain times, then the meaning of its existence is lost, because there is no possibility to resolve the issue that may require immediate response.

*Sixthly*, the study found that in some cases the information on official websites is not updated in time. There was outdated information concerning, for example, the already liquidated or renamed authority, line work schedule, schedule of participation of officials during the hotline, and so on.

I believe that it is advisable to conduct the study in terms of telephone conversations with employees of hotlines of central executive authorities.

*The study consisted of three stages.*

1. At the first stage, contact information on the activities of directory inquiry services and telephone hotlines of authorities was clarified.

2. The second stage was to investigate their work by making calls on the principle of “secret applicant” who had a problem requiring advice or certain actions by relevant authority to resolve it.

3. During the third stage, the results of advice or appeal registration were systematized, summarized and analyzed.

When evaluating the work of telephone lines and directory inquiry services, the following factors were taken into account:

- thematic structure of appeals;
- total number of attempts to call;
- message from the answering machine on possible recording the telephone conversation;
- response of hotline employee to the raised issue (whether it was proposed to register the appeal or provide oral advice, or it was connected with a specialist);
- ethical aspect of conversation of specialist with applicant.

The study covered the work of quite a large number of hotlines of executive authorities. All calls were made during working hours indicated on the official website of the state institution Government Contact Center, and on the principle of “secret applicant”. In other words, the problem with which the applicant called a particular hotline was invented, and the course and result of the conversation were analyzed.

Thus, the following results were obtained.

**Availability.** In most cases, the conversation started after the first attempt to call. In some executive authorities, the connection occurred after several minutes of waiting on the line. This indicates the proper organization of work of the studied lines.

Despite the positive results in this direction, there were also negative sides, namely the lack of opportunities to call. The reason, first of all, was that line is always busy. It should be noted that conclusion on impossibility to call these hotlines was made as a result of repeated attempts.

**Answering machine.** During the experiment, it was found that only ten hotlines of public authorities have an answering machine with a message on possible recording the conversation to improve the quality of conversations. The absence of such notification may indicate that audio recording is being made without informing the applicant, or is not being made at all. It is sad, as this practice would be useful for other hotlines to improve the quality of service and control the work of specialists who receive calls.

It is also impossible to ignore the fact that during the call no hotline reported the number of applicant in the queue for connection with a specialist, as well as approximate time of possible waiting. Due to the lack of such information, very often applicants just hang up without waiting for connection.

On some lines, citizens who try to call are offered to choose the appropriate appeal subject by clicking a certain number, choosing which they receive only general advice. If the issue requires more detailed consideration, they suggest waiting for connection with a spe-

cialist. The hotline of one of the ministries immediately reports that appeals only on certain issues are accepted. If issue is of different nature, you need to click other numbers. In general, calling this hotline made a rather unpleasant impression. First, the answering machine voice is hoarse, which does not leave a pleasant impression. Secondly, they immediately inform that you call a hotline of the ministry, not mentioning its full name, but only the abbreviation without transcription that may confuse an ordinary citizen.

On hotline of one of the ministries there is only the automatic directory inquiry telephone line, where you can get information on schedule and visiting hours of officials, or contacts of structural divisions.

**Starting the conversation.** When starting the conversation, it turned out that most of hotline specialists do not say their names and(or) employee ID, which also makes very negative impression, as citizens do not understand who they are talking to in this case.

**Style of communication.** In general we can say that in the vast majority of cases the communication style of specialists of hotlines of executive authorities can be assessed as polite, friendly and making positive impression.

But we should not forget about the lines that struck with complete ignorance, impolite communication style and rudeness of specialists.

**Speed of orientation and awareness.** In this case, we intentionally called the hotlines of authorities not according to their competence and checked the speed of specialist orientation in the issue and advice on how to

contact the competent authority to address the issue.

**Ending the conversation.** The conversation with the applicant in all cases was ended with observance of the rules of ethical communication and wishes for “all the best” or “thank you for the call”.

Taking into account the data of the study, it is concluded that it is necessary to improve the work of hotlines of central executive authorities, which is as follows:

1. Establishing and developing common standards for telephone hotlines and directory inquiry services of central executive authorities [7].

2. Introducing special training courses for employees of these lines to ensure better, more professional and effective level of response to appeals.

3. Placing information on available hotlines on the start pages of official websites of public authorities or implementing the system of simplified search for contact information on these websites [8].

4. Constant control of quality of citizen service by considering the possibility of audio recording of each and all calls on the line.

5. Providing recommendations for creating hotlines to those authorities who do not have them.

6. Updating software and hardware for the perfect work of hotlines.

### **Conclusions and suggestions.**

Summarizing the above, we can conclude that all the results of analysis of the activities of hotlines indicate the need for mandatory improvement of the work of hotlines of public authorities. Their functioning should help to increase the efficiency of response to

citizens' appeals and confirm the need for their development as an integral part of the National system of processing appeals to executive authorities [9]. However, it is too early to talk about the results. The work of each telephone hotline should be analyzed separately and in more detail. The main attention should be paid to work with hotline specialists who receive calls and often do not fully perform their duties or do not perform them at all.

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## **PUBLIC GOVERNANCE IN THE EDUCATIONAL ENVIRONMENT**

**Abstract.** This article attempts to analyze the formation of public governance mechanisms in the educational environment. The peculiarities of the normative-legal acts on the mechanisms of management of the development of public governance are characterized, the directions and mechanisms of implementation of public governance are analyzed.

The proposals on the model of public governance in the educational institutions to the subjects of provision of educational services, both within the educational institution and outside, are separated. Components for developing a governance model that cover all participants in the educational process in the education system are offered to form critical thinking, the ability to understand and be able to assert their rights in various issues, learn how to implement innovative management methods, participate in discussions, webinars, learn how to anticipate the possible outcomes of lifelong learning.

The opportunity of the participants of the educational process to be socially active on the basis of civic competence, readiness to participate in the processes of the life of class, school, community, state is highlighted. Take responsibility for statutory functions within the requirements of the professional activity for the implementation of statutory professions, be able to resolve conflicts on the basis of democratic principles, values of the society.

Public governance should aim to educate a citizen-patriot student who could analyze the own actions and actions and behaviours of others who, in turn, should be directed at the formation and development of the civil society in our country.

The public maturity of students, teachers, and parents is manifested in their careful attitude towards the national and universal values. This attitude shows solidarity responsibility for the future of the native nature, harmonious coexistence with the world around. Formation of tolerant attitude to different religious communities, search for common goal of cooperation in the development of the educational space, search of charitable foundations for support and granting grants for development of the public governance.

**Keywords:** public governance, educational institutions, model of public governance, institutions of education.

### **ГРОМАДСЬКЕ ВРЯДУВАННЯ В ОСВІТНЬОМУ СЕРЕДОВИЩІ**

**Анотація.** Зроблено спробу проаналізувати формування механізмів громадського врядування в освітньому середовищі. Схарактеризовано особливості нормативно-правових актів щодо механізмів управління розвитком

громадського врядування, проаналізовано напрями й механізми впровадження громадського врядування.

Виокремлено пропозиції до моделі громадського врядування в закладах освіти до суб'єктів надання освітніх послуг як у межах навчального закладу, так і поза. Запропоновано компоненти щодо розроблення моделі громадського врядування, які охоплюють усіх учасників навчально-виховного процесу в системі освіти, з метою формування критичного мислення, здатності усвідомлювати й уміти обстоювати власні права в різних питаннях, можливості впроваджувати інноваційні методи управління, брати участь в обговореннях, диспутах, вебінарах, навчитися передбачувати можливі результати діяльності в умовах безперервної освіти впродовж усього життя.

Висвітлено можливість учасників освітнього процесу бути соціально активним на основі громадянської компетентності, готовності брати участь у процесах життя класу, школи, громади, держави. Брати на себе відповідальність за нормативно визначеними функціями в межах вимог до професійної діяльності щодо реалізації нормативно визначених професій, уміти розв'язувати конфлікти на основі демократичних принципів, цінностей соціуму.

Громадське врядування повинно мати за мету виховати з учня патріота-громадянина, який би міг аналізувати власні вчинки й дії та поведінку інших осіб, які, своєю чергою, повинні спрямовуватися на становлення та розвиток громадянського суспільства в нашій країні.

У бережливому відношенні до національних, загальнолюдських цінностей проявляється громадська зрілість учнів, вчителів, батьків. У такому ставленні проявляється солідарна відповідальність за майбутнє рідної природи, гармонійне співіснування з навколишнім світом, формування толерантного ставлення до різних релігійних громад, пошук спільної мети діяльності до співпраці у розвитку освітнього простору, пошук благодійних фондів для підтримки та надання грантів розвитку громадського врядування.

**Ключові слова:** громадське врядування, освітні заклади, модель громадського врядування, заклади освіти.

## **ОБЩЕСТВЕННОЕ УПРАВЛЕНИЕ В ОБРАЗОВАТЕЛЬНОЙ СРЕДЕ**

**Аннотация.** Предпринята попытка анализа формирования механизмов общественного управления в образовательном среде. Охарактеризованы особенности нормативно-правовых актов механизмов управления развитием общественного управления, проанализированы направления и механизмы внедрения общественного управления.

Выделены предложения модели общественного управления в учебных заведениях к субъектам предоставления образовательных услуг как в пределах учебного заведения, так и вне. Предложены компоненты по разработке модели общественного управления, которые охватывают всех участников учебно-воспитательного процесса в системе образования, с целью формирования критического мышления, способности осознавать и уметь отстаивать свои права в различных вопросах, возможности внедрять инновационные

методы управления, участвовать в обсуждениях, диспутах, вебинарах, научиться предвидеть возможные результаты деятельности в условиях непрерывного образования в течение всей жизни.

Освещена возможность участников образовательного процесса быть социально активным на основе гражданской компетентности, готовности участвовать в процессах жизни класса, школы, общества, государства. Брать на себя ответственность за нормативно определенными функциями в пределах требований к профессиональной деятельности по реализации нормативно определенных профессий, уметь решать конфликты на основе демократических принципов, ценностей социума.

Общественное управление должно иметь целью воспитать из ученика патриота-гражданина, который бы мог анализировать свои поступки и действия и поведение других лиц, которые, в свою очередь, должны быть направлены на становление и развитие гражданского общества в нашей стране.

В бережливом отношении к национальным, общечеловеческим ценностям проявляется общественная зрелость учеников, учителей, родителей. В таком отношении проявляется солидарная ответственность за будущее родной природы, гармоничное сосуществование с окружающим миром, формирование толерантного отношения к различным религиозным общинам, поиск общей цели деятельности к сотрудничеству на развитие образовательного пространства, поиск благотворительных фондов для поддержки и предоставления грантов развития общественного управления.

**Ключевые слова:** общественное управление, образовательные учреждения, модель общественного управления, учебные заведения.

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**Formulation of the problem.** In today's environment of rapid development of the information society, globalization of different sectors of the economy, blurring of borders in the cultural diversity of nationalities and the need for the development and establishment of public governance in Ukraine, which in turn requires the determination of the content and objectives of education and education of youth in accordance with modern needs of the society. According to the Concept of realization of the state policy in the sphere of reforming of general secondary education "New Ukrainian School" for the period up to 2029,

which was approved by the decree of the Cabinet of Ministers of Ukraine of December 14, 2016 № 988-p [1], to the Concept of national patriotic education of children and young people, approved by the order of the Ministry of Education and Science of Ukraine № 64, of June 16, 2015 [2], to the UN Convention on the Rights of the Child [3], to the Law of Ukraine "On the Protection of Childhood" [4], to the Law of Ukraine "On Prevention and Countering Domestic Violence" [5], to the Law of Ukraine "On Amendments to Some Legislative Acts of Ukraine on Countering Bullying (Harassment)" [6], to the Letter of the Ministry of Ed-

ucation and Science of Ukraine dated 07.08.2018 № 1/9-486 “On Some Issues of Organization in Educational Institutions of Educational Work on the Safety and Well-Being of the Child in the 2018/2019 Academic Year” [7], the activities in the educational institutions should be directed to the organization and implementation of the public governance in the educational institutions.

**Analysis of the recent research and publications.** The conceptual approaches to the education of the personality and the formation of their civic culture, the education of young people in new socio-cultural conditions have been defined earlier by modern scientists I. Bekh, S. Honcharenko, M. Boryshevsky, P. Ihnatenko, O. Kyrychuk, M. Koziy, N. Kosareva, L. Krytska, V. Orzhekhovska, B. Stuparyk, O. Sukhomlynska, O. Dubaseniuk, O. Antonovna, O. Berezyuk, V. Kovalchuk and others.

**The formulation of the objectives (purpose) of the article** is to reveal the features of public governance in the institutions of the educational process; outlining the model and attributes of the civic competence.

**Presentation of the main material.** In the Concept of Civic Education Development in Ukraine – civic education is understood as teaching and civic education based on national and universal values. It is based on the need to create favourable conditions for the formation and development of civic competences at all levels of education and in all components of education, which will allow the citizens to better understand and exercise their rights in a democracy, to be responsible for their rights and re-

sponsibilities, to take an active part in the participation in the socio-political processes, as well as consciously ensuring the protection, establishment and development of democracy [8].

Analyzing the previous experience of the generations, we observe that each new generation has made a valuable experience of the past, taking into account new socio-cultural conditions and social demands. In this case, tradition is a means of socializing the individual, a condition that ensures the stability and integrity of the community. On the other hand, it is impossible without socio-cultural imitation as a means of transferring from generation to generation of abilities and knowledge, skills and traditions. And tradition, in the broad sense, was not only as a continuation of innovation, but also as the basis of innovative search, in the content and structure of which the old and the new interact.

At the same time, the methodological knowledge of the teacher involves understanding of the differences and multiplicity of different positions, approaches, methods, tools and forms regarding the object of activity. Therefore, as noted by domestic researchers, “the professional activity in relation to the same object of activity is possible from different positions, perceptions, approaches, paradigms” [9, p. 3].

We also note that the methodological principles of: humanization and democratization of the educational process; self-activity and self-regulation; systemic; comprehensiveness and interdisciplinary integration; succession and continuity; cultural responsibility; interculturalism continues to determine the general direction of the

educational process, the basic requirements for its content, methods and organization of the educational process in the educational institutions.

In our opinion, public governance should be important in relation to freedom of accountability, which in turn enables the child to freely rotate the behaviour model in the group where he/she is studying, and here the system of psychological and pedagogical support of students is important, which gives the opportunity to develop and form partnerships between parents and teachers, between students and teachers. The systemic self-development of the students with the right to freely choose a model of behaviour is a qualitative indicator of civic education at the current stage of development of the education system.

V. Sukhomlynsky referred to the principle of humanism as the leading principle of educational activity, the essence of which he saw in the approach to man as the highest value of the world. Humane treatment of the child means the teacher's understanding of the simple and wise truth that without the child's inner spiritual efforts, without his/her desire to be good school is unthinkable, [10, p. 497]. Like in the time of Sukhomlynsky, the humanistic orientation of educational work is the essence of a new paradigm of personally oriented education.

Now, at the present stage of reforming the education system, it is necessary to envisage in the student a social, biological and free personality, that the teacher must only direct in the pursuit of individuality, to self-development. By supporting the effort to speak freely, the teacher enables the development

of individual activity, autonomy in making decisions that act as factors of self-development. This, in turn, encourages the students to develop a model of behaviour that develops partnerships between teachers and students, gives the students the right to choose their behaviour freely, and teaches them to analyze the social situations that become further luggage of social experience. Which gives the individual the right of free choice; considering each social situation as a resource to accumulate social experience.

Thus, at the heart of the development of methodological foundations of the public governance is the idea that for the success of democratic transformations, a person must not only share democratic views, but also possess the tools of action in a democracy. This requires mastering the basic competencies of civic behaviour, which implies a person's willingness to carry out effective social communication, cooperation to achieve common goals, an orientation to the perception of basic democratic values, personal self-realization and participation in the public democratic processes.

In modern society, justice is a hallmark of the public governance, which in turn is shaped by the education of the values of free speech, social justice, respect for humanism and democratism in behaviour.

But in the process of education it is necessary not only to declare the content of the rules of law, but also to give examples of political and moral essence, the importance of social justice to the generally accepted norms to meet the personal needs of each person in the society.

In our opinion, if we do not take into account the opinion of the students, their rights and freedoms, then we will observe that their emotions of anger will be the regulator of their behaviour, fear of may not be heard, which in turn will prompt a situational choice of behaviour that negates the lawful work of the teachers, of the society.

Being in the system of educational space of the educational institutions, the students have the greatest influence on the stable formation of the social activity – these are cross-curricular links in the study of educational disciplines, not only the humanities; system of organization of extracurricular work and extracurricular participation in various activities of the educational environment; the very principles of social partnership in the organization of school life that will contribute to the development of the civil society in Ukraine.

Among the factors that adversely affected the formation of public governance in the educational institutions “...the temporary occupation by the Russian Federation of the Autonomous Republic of Crimea and the city of Sevastopol and the military aggression of the Russian Federation in certain areas of Donetsk and Luhansk regions, and, in this connection, obstacles to the formation of such activities of the civil society organizations in their respective territories” [11].

Based on the above, we model public governance in the educational institutions and propose to consider the following components:

- creation of equal conditions for all participants of the educational process, covering their views, beliefs;

- to enable to receive without any obstacles information about the activity of the educational establishment, financial and economic activity;

- creating a safe educational environment to prevent unlawful or intentional (self-serving) interference with the rights of the child;

- developing and adopting a Code of Safe Educational Environment in each educational institution;

- involvement of students in the public advisory bodies for managing the educational institutions;

- development of cooperation with regional, domestic and foreign volunteers in the formation and implementation of humanistic values of humanity;

- involvement in discussion, decision-making on public projects of both local and national importance for environmental protection;

- preservation of the traditions of the native land, participation in mass patriotic activities both at the level of the educational establishment and at the district, regional, international level.

In our opinion, the model of public governance in the educational institutions is an opportunity for every participant in the educational process to participate freely in all activities, to be a part of the public associations, to be elected to deliberative governing bodies, which are an integral part of the activities of the open education systems.

Public governance is a new model for the development of the educational process that integrates the possibilities of influence of the students on the choice of forms of education, definition of the educational technologies, creates conditions for the accomplice



in making decisions in the activity of the educational institution. The model directs: to the development of patriotism; it is based on studying of traditions in decision-making by collective of class, school, community; rallies to achieve a specific group of goals; develops dialogic communication methods that develop tolerance, politeness in decision-making; determines the activities of the administration, teachers and students, the organization of their interaction, the nature and structure of their use of resources (elements) of the educational environment that are used to organize an effective and safe educational environment. Thus, under public governance we understand the model of the educational process within the educational institution that reflects the orderliness of the content of the administration, teachers, students, parents, members of the community in the territory of which the educational process takes place.

Based on the proposed model, let us define that public governance is an orderly public participation of participants in the educational process in the development of decision-making mechanisms that are used for the effective functioning and development of the educational institution. It should be noted that public order acts as a unifying link between the subject and the object of management of the educational system.

Thus, the model of public governance under the current conditions should be a priority and focus on the historical needs of the nation, the most important of which is state formation. This means that all participants in the educational process today have to take

seriously the formation of the students of patriotism, national and spiritual and moral qualities of the individual, as this is the key to the formation and development of the civil society in Ukraine. The basis of public governance should be the formation of patriotic views and beliefs that develop and consolidate in the process of their educational, cognitive and socially useful activities. Rethinking the value in patriotic education of the family, school and state will ensure a comprehensive dialogue and creation of a patriotic environment around students. Issues such as the language issue, different national values and ideology will automatically disappear, creating the only consolidating desire – to preserve Ukraine. It is worth noting that the neglect of the civic education causes a crisis inside the country.

**Conclusions and prospects for further research.** Summing up, we note that public governance is the methodological basis of the personal education, which provides the conditions for students to acquire, in the process of social development, the ability to integrate in the society, to engage in civil relations as full-fledged subjects of the social partnership.

Thus, the model of public governance under the current conditions should be a priority and focus on the historical needs of the nation, the most important of which is state formation. This means that all participants in the educational process today have to take seriously the formation of the students of patriotism, national and spiritual and moral qualities of the individual, as this is the key to the formation and development of the civil society in Ukraine.

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## ORGANIZATIONAL MECHANISM OF SYSTEM OF MANAGING CIVIL PROTECTION OF POPULATION IN NATIONAL AND REGIONAL DIMENSIONS

**Abstract.** The article emphasizes that in modern conditions the choice of rational state policy in the field of public safety and protection of the critical facilities in emergencies involves the study of basic theoretical and practical approaches to the organization of the public administration system in Ukraine.

The author notes that the analysis and assessment of the public administration is much more difficult because they are closely interrelated with the public administration and economic situation in Ukraine, the uncertainty of a number of socio-political and economic-administrative problems that directly affect the entire public administration system. This is especially true in today's world, when the world development factors can be seen as hampering the development, when more and more countries are thinking about the protection of the national values (and in the context of the COVID-19 coronavirus pandemic, which is becoming a global trend). In this regard, in the public administration the important value in the methodological aspect is given to the organizational methods of solving

the problem that are used to achieve the stated goal. The article notes that recently the attention of scientists to issues related to the system of organizational mechanisms of the public administration of the national security has increased significantly. Among them it is worth noting such authors as T. Kravtsova, H. Kalinichenko, V. Voronkova, A. Obolensky, O. Korotych, A. Kharchuk, R. Sukach and others, who devoted their research to various aspects of this issue. But, in our opinion, modern researchers focus mainly on individual issues, while the issue of transforming Ukraine into an effective state in terms of ensuring an effective national security policy, especially in matters of civil protection has not yet been the subject of comprehensive scientific and practical study, in turn, requires a systematic analysis of the role and place of the civil protection of the population in the public administration of public safety as part of the national security. Based on this, the purpose of the article is to analyze the main scientific approaches to the organizational mechanisms of the public administration of civil protection in the state and regional dimensions in the transition period of development. The article proves that in the most general and approximate form we can assume that in the modern period the organization of the public administration of Ukraine objectively faces the following tasks:

1. Modernization of the entire system of the public administration in Ukraine, further decentralization of the state power, optimization of the existing system of the executive power.

2. Deployment and strengthening of the social institutions that ensure sustainable democratic development of the society and the state.

3. Formation and practical implementation of the state policy aimed at ensuring public safety and protection of the critical facilities.

4. Ensuring the internal and external security of the public administration at the regional level, creating favourable peaceful conditions (in the context of hostilities in parts of Ukraine, which is especially important) for the life of the region.

5. Achieving harmonious, balanced and interconnected development of the regions in cooperation with the center on the basis of deepening the processes of formation and functioning of the nationwide market.

The question of the content and structure of the public administration functions in the field of public safety and protection of the critical facilities is to determine the place and role of the regional actors in the public administration in a particular area of life. The place and role of the region determine its content and form, and then the administration functions and other features. Based on the research, the structure and main activities of the security system, which should be considered as a set of structures in the field of state power of Ukraine and local governments, organizations and citizens, as well as specially created government, forces and means, who carry out purposeful activities and are directly involved in the implementation of goals and objectives of security in the field of civil protection.

**Keywords:** functions of the public administration, state of emergency, organizational mechanism, civil security, national security.



## ОРГАНІЗАЦІЙНИЙ МЕХАНІЗМ СИСТЕМИ УПРАВЛІННЯ ЦИВІЛЬНОЮ БЕЗПЕКОЮ НАСЕЛЕННЯ В ДЕРЖАВНОМУ ТА РЕГІОНАЛЬНОМУ ВИМІРІ

**Анотація.** Підкреслено, що в сучасних умовах вибір раціональної державної політики у сфері забезпечення безпеки населення і захисту критично важливих об'єктів у надзвичайних ситуаціях передбачає дослідження основних теоретичних і практичних підходів до організації системи державного управління в Україні.

Зазначено, що аналіз й оцінка стану державного управління значно утруднені, оскільки вони тісно взаємопов'язані з державно-управлінською й економічною ситуацією в Україні, невизначеністю низки суспільно-політичних та економіко-управлінських проблем, які безпосередньо впливають на всю систему державного управління. Особливо це актуально в сучасних умовах, коли фактори світового розвитку можуть розглядатись як такі, що гальмують розвиток, коли все більше країн замислюються над проблемою захисту національних цінностей (а в умовах пандемії коронавірусу COVID-19, що охопила весь світ, це стає світовою тенденцією). У зв'язку з цим у державному управлінні велике значення в методологічному аспекті надається саме організаційним методам вирішення проблеми, за допомогою яких досягається сформульована мета. Зазначено, що останнім часом значно посилилась увага науковців до питань, пов'язаних із системою організаційних механізмів державного управління національною безпекою держави. Серед них варто назвати таких авторів, як Т. Кравцова, Г. Калініченко, В. Воронкова, А. Оболенський, О. Коротич, А. Харчук, Р. Сукач та інші, які присвятили свої дослідження різним аспектам цієї проблематики. Однак сучасні дослідники зосереджують увагу переважно на окремих проблемах, при цьому питання перетворення України на ефективну державу з точки зору забезпечення ефективної політики національної безпеки, особливо в питаннях цивільного захисту населення, ще не стали предметом всебічного науково-практичного вивчення, що, своєю чергою, потребує системного аналізу ролі та місця цивільного захисту населення в державному управлінні громадською безпекою як частини забезпечення національної безпеки. Виходячи з цього, метою статті є аналіз основних наукових підходів щодо організаційних механізмів державного управління цивільного захисту населення в державному та регіональному вимірі в перехідний період розвитку. Доведено, що в найзагальнішому й приблизному вигляді можна вважати, що в сучасний період перед організацією державного управління України об'єктивно стоять такі завдання:

1. Модернізація всієї системи державного управління в Україні, подальша децентралізація державної влади, оптимізація діяльності існуючої системи виконавчої влади.

2. Розгортання й зміцнення суспільних інститутів, що забезпечують стійкий демократичний розвиток суспільства та держави.

3. Формування й практичне здійснення державної політики, спрямованої на забезпечення безпеки населення і захист критично важливих об'єктів.

4. Забезпечення внутрішньої і зовнішньої безпеки суб'єктів державного управління на регіональному рівні, створення сприятливих мирних умов (в умовах ведення бойових дій на частині території України, що особливо актуально) для життєдіяльності регіону.

5. Досягнення гармонійного, збалансованого і взаємопов'язаного розвитку регіонів у взаємодії з центром на основі поглиблення процесів формування та функціонування загальнонаціонального ринку.

Питання про зміст і структуру функцій державного управління у сфері забезпечення безпеки населення і захисту критично важливих об'єктів полягає у визначенні місця і ролі регіональних суб'єктів державного управління у певній сфері життєдіяльності. Саме місце і роль регіону визначають його зміст і форму, а потім функції управління та інші особливості. На основі проведених досліджень визначено структуру та основні напрями діяльності щодо забезпечення системи безпеки, яку слід розглядати як сукупність структур у сфері державної влади України та суб'єктів управління на місцевому рівні, організацій і громадян, а також спеціально створюваних органів управління, сил і засобів, які здійснюють цілеспрямовану діяльність і беруть безпосередню участь у реалізації цілей і завдань забезпечення безпеки у сфері цивільного захисту.

**Ключові слова:** функції державного управління, надзвичайний стан, організаційний механізм, цивільна безпека, національна безпека.

## **ОРГАНИЗАЦИОННЫЙ МЕХАНИЗМ СИСТЕМЫ УПРАВЛЕНИЯ ГРАЖДАНСКОЙ БЕЗОПАСНОСТЬЮ НАСЕЛЕНИЯ В ГОСУДАРСТВЕННОМ И РЕГИОНАЛЬНОМ ИЗМЕРЕНИИ**

**Аннотация.** Подчеркнуто, что в современных условиях выбор рациональной государственной политики в сфере обеспечения безопасности населения и защиты критически важных объектов в чрезвычайных ситуациях предусматривает исследование основных теоретических и практических подходов к организации системы государственного управления в Украине.

Отмечено, что анализ и оценка состояния государственного управления значительно затруднены, поскольку они тесно взаимосвязаны с государственно-управленческой и экономической ситуацией в Украине, неопределенностью ряда общественно-политических и экономико-управленческих проблем, которые непосредственно влияют на всю систему государственного управления. Особенно это актуально в современных условиях, когда факторы мирового развития могут рассматриваться как факторы, которые тормозят развитие государства, это особенно актуально, когда все больше стран задумываются над проблемой защиты национальных ценностей (а в условиях пандемии коронавируса COVID-19, охватившей весь мир, это становится мировой тенденцией). В связи с этим в государственном управлении большое значение в методологическом аспекте представляют именно

организационные методы решения проблемы, с помощью которых достигается сформулированная цель. Отмечено, что в последнее время значительно усилилось внимание ученых к вопросам, связанным с системой организационных механизмов государственного управления национальной безопасностью государства. Среди них стоит отметить таких авторов, как Т. Кравцова, Г. Калиниченко, В. Воронкова, А. Оболенский, А. Коротич, А. Харчук, Г. Сукач и другие, которые посвятили свои исследования различным аспектам данной проблематики. Однако современные исследователи акцентируют внимание преимущественно на отдельных проблемах, при этом вопрос превращения Украины в динамичное государство с точки зрения обеспечения эффективной политики национальной безопасности, особенно в вопросах гражданской защиты населения, еще не стали предметом всестороннего научно-практического изучения, что, в свою очередь, требует системного анализа роли и места гражданской защиты населения в государственном управлении общественной безопасностью как части обеспечения национальной безопасности. Исходя из этого, целью статьи является анализ основных научных подходов относительно организационных механизмов государственного управления гражданской защиты населения в государственном и региональном измерении в переходный период развития. В статье доказано, что в самом общем и приблизительном виде можно считать, что в современный период перед организацией государственного управления Украины объективно стоят следующие задачи :

1. Модернизация всей системы государственного управления в Украине, дальнейшая децентрализация государственной власти, оптимизация деятельности существующей системы исполнительной власти.

2. Развертывание и укрепление общественных институтов, обеспечивающих устойчивое демократическое развитие общества и государства.

3. Формирование и практическое осуществление государственной политики, направленной на обеспечение безопасности населения и защита критически важных объектов.

4. Обеспечение внутренней и внешней безопасности субъектов государственного управления на региональном уровне, создание благоприятных мирных условий (в условиях ведения боевых действий на части территории Украины, что особенно актуально) для жизнедеятельности региона.

5. Достижение гармоничного, сбалансированного и взаимосвязанного развития регионов во взаимодействии с центром на основе углубления процессов формирования и функционирования общенационального рынка. Вопрос о содержании и структуре функций государственного управления в сфере обеспечения безопасности населения и защиты критически важных объектов заключается в определении места и роли региональных субъектов государственного управления в определенной сфере жизнедеятельности. Именно место и роль региона определяет его содержание и форму, а затем функции управления и другие особенности. На основе проведенных исследований определена структура и основные направления деятельности по обеспечению

нию системы безопасности, которую следует рассматривать как совокупность структур в сфере государственной власти и субъектов управления на местном уровне, организаций и граждан, а также специально создаваемых органов управления, сил и средств, осуществляющих целенаправленную деятельность и принимающих непосредственное участие в реализации целей и задач обеспечения безопасности в сфере гражданской защиты.

**Ключевые слова:** функции государственного управления, чрезвычайное состояние, организационный механизм, гражданская безопасность, национальная безопасность.

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**Formulation of the problem.** In modern conditions, the choice of a rational state policy in the field of public safety and protection of the critical facilities in emergencies involves the study of basic theoretical and practical approaches to the organization of the public administration system in Ukraine.

However, in our opinion, the analysis and assessment of the public administration is much more difficult, as they are closely interrelated with the public administration and economic situation in Ukraine, the uncertainty of a number of socio-political and economic-administrative problems that directly affect the entire public administration system.

This is especially true in today's world, when the world development factors can be seen as hampering the development, when more and more countries are thinking about the protection of the national values (and in the context of the COVID-19 coronavirus pandemic, which is becoming a global trend).

In this regard, in the public administration the important value in the methodological aspect is given to the organizational methods of solving the

problem, which are used to achieve the stated goal.

**Analysis of the recent research and publications.** Recently, the attention of scholars to issues related to the system of organizational mechanisms of the public administration of national security has increased significantly. Among them it is worth noting such authors as T. Kravtsova, H. Kalinichenko, V. Voronkova, A. Obolensky, O. Korotych, A. Kharchuk, R. Sukach and others who have devoted their research to various aspects of this issue. But, in our opinion, the modern researchers focus mainly on individual issues, while the issue of transforming Ukraine into an effective state in terms of ensuring an effective national security policy, especially in matters of civil protection has not yet been the subject of comprehensive scientific and practical study, in turn, it requires a systematic analysis of the role and place of the civil protection in the public administration of public safety as part of the national security.

**The purpose of the article** is to analyze the main scientific approaches to the organizational mechanisms of the public administration of civil protection in the state and regional dimen-

sions in the transition period of development.

### **Presentation of the main material.**

For countries with transitional public administration system and economies this is of utmost importance. The Ukrainian and world practice have accumulated a variety of experience in the transition period. It is also important because the achievement of any goals is always associated with the use of appropriate tools, resources, forms and methods, which very often has a decisive influence on the results of the goals.

This issue is closely related to the functions of the public administration, which the state in the person of its executive power is called to perform [1].

The problem of defining the goals that are objectively facing the public administration of the Ukrainian state today is especially difficult. Goals, as a reflection of perceived needs and national interests, the ideal prototype of possible ways and means of their satisfaction, the mental orientation of activities, perform great motivating, stimulating and regulating functions in people's lives.

Being subjective in expression, they are objective in the source of their formation. The goals of the public administration arise on the basis of the goals set by the society and are derived from them.

In the most general and approximate form, we can assume that in the modern period, the public administration of Ukraine objectively faces the following tasks [2–5].

1. Modernization of the entire system of the public administration in Ukraine, further decentralization of the

state power, optimization of the existing system of the executive power.

2. Deployment and strengthening of the social institutions that ensure sustainable democracy of the society and the state.

3. Formation and practical implementation of the state policy aimed at ensuring public safety and protection of the critical facilities.

4. Ensuring the internal and external security of the public administration at the regional level, creating favourable peaceful conditions (in the context of hostilities in parts of Ukraine, which is especially important) for the life of the region.

5. Achieving harmonious, balanced and interconnected development of the regions in cooperation with the center on the basis of deepening the processes of formation and functioning of the nationwide market.

The problem of goal-setting in the public administration is seen not so much in discovering and defining individual goals that the state is called to implement, but in building a “tree of goals”, in which goals are strategic, operational and tactical, final and intermediate, general and private, remote and relatives agreed, combined and formed a certain logical integrity.

It is also important to combine the “tree of goals” with the necessary and adequate means, resources, methods and forms of their implementation, because, as we know from history, often unfair means, methods and forms as a result distorted the noblest goals.

The goal-setting in the public administration is objectively connected with the strategic national interests and aspirations of Ukraine. A national

security strategy must unite the society and the state, classes and individuals, nations and regions, which is undoubtedly an urgent task, the implementation of which will lay a solid foundation for its foreign and domestic policy.

The question of the content and structure of the public administration functions in the field of public safety and protection of the critical facilities is to determine the place and role of the regional actors in the public administration in a particular area of life. The place and role of the region determine its content and form, and then the administration functions and other features [6–8].

In our opinion, the functions of the public administration are understood as objectively determined types of power, goal-setting, organizing and regulating influences of the system of the state bodies on certain processes in the society, nature, etc.; these actions affect the objects in some way, including the consciousness, behaviour, and activities of the people.

Today, all the issues of the public administration are focused on solving the problem of ensuring the national security of Ukraine. Security administration in various spheres of life of the individual, the society and the state, the search for effective ways to address the challenges facing the society are, without a doubt, extremely relevant for Ukraine.

It is obvious that among the most acute economic, public administration, energy, social, political and other problems that Ukraine is able to solve in the third decade of the 21st century, given the security challenges facing Ukraine, especially in the transition to sustainable development (problems of natu-

ral and man-made security) should be issues related to the functions of the public administration.

In this context, the functions of the public administration depend, in our opinion, on the one hand, on the state and structure of the administrated processes - a set of administrated objects, and, on the other hand - on the place and role of the state in life. The state is connected with the society, not free from it, determined by the needs and interests of the social development. This interdependence is especially important to emphasize, because many political statements and speeches of the media constantly put forward the thesis that the state should “leave” the society, not to interfere with its freedom, to open space for creativity.

However, the liberation of the society, its individual relations, processes and phenomena from the goal-setting, organizing and regulatory influences of the state implies that instead of them will work self-governing mechanisms (government, economic, social, cultural, information, etc.) that maintain the achieved level of organization and regulation, otherwise a state of uncontrollability, arbitrariness, anarchy and chaos arises in the society.

In modern conditions, there are conflicting social needs to reduce and increase the role of the state. The first is to reduce the directive principles of governance, reduce the public sector of the economy and government intervention in the economic process.

The second is to expand the functions of the state, create a market infrastructure, the formation of new legislative and regulatory procedures for economic relations and new property



relations. Therefore, it is necessary to abandon mechanistic approaches to the role and place of the state in the society in a transitional period, and take into account the complex balance of conflicting needs and trends.

In considering the functions of the public administration in the field of public safety and protection of the critical facilities, we proceed from the analysis of the whole set of factors that affect the relationship between the state and the society, as well as the fact that the society is not ready to take on the functions that are performed by the government agencies.

It is possible to resist the influence of emergencies on the sustainable development of the state in modern conditions only with the help of the appropriate social and state-administrative organization of the society, in which the state plays a strategic role [9].

In the world theory and practice of the public administration, management and other types of administration to the general functions of administration quite reasonably carry: planning, organization, regulation, the work with the personnel, control. This is especially important when optimizing the functions of the executive bodies of the public administration in the modernization of the administration system. The abandonment of the functions of planning and control in the public administration, where a perspective (strategic) view is extremely necessary, is hardly justified, as tens of millions of people are involved in the social processes that are subject to public administration.

In administration practice ignoring and underestimating the organizational mechanisms that relate, in particular,

to the interaction of various organizational structures of the public administration, can lead to significant public administration losses.

In our opinion, in modern conditions it is necessary to take a more thorough approach to the implementation of the regulatory function both at the legislative (creation of rules of conduct) and executive level, which ensures practical compliance with the established rules, norms and other regulators and would avoid problems in the public sphere and personal safety.

Public administration at the level of regional government is currently little studied. In this sense, for the formation of rational structures of the public administration it is extremely important to understand the depth and complexity of the real problems of today's Ukraine in a difficult period associated with hostilities and loss of territory, as well as modernization of the public administration in Ukraine. It is extremely important to understand the patterns of this period and take them into account when reforming the administration systems.

Reforming the system of civil security and protection of the critical facilities in emergencies is impossible, in our opinion, without the implementation of specific administration functions that are specific to the state, including Ukrainian, and should be implemented through the administration functions of special state administration institutions [10; 11].

In our opinion, the scientific methodology requires consideration of the peculiarities of public and regional administration in Ukraine in at least four main areas:

a) taking into account the existing orientation of traditions in the country, in particular in the historical public administration context, bearing in mind the peculiarities of the political culture of the population and political-administrative elite (both ruling and claiming power), which to a greater or lesser extent determine the implementation of this problem;

b) taking into account the current socio-political, economic and public administration situation in the country. The analysis of this factor is necessary because it allows, on the one hand, to build solutions to the problem on a real foundation, on the other – provides an opportunity to take into account the current situation, focus on really key issues of optimizing the administration mechanisms and structures;

c) taking into account the global aspect of public administration tasks solved in Ukraine. World experience gives not only and not so much knowledge of possible solutions to specific public administration problems. The global context allows us to build the proposed administration solutions to anticipate new trends that are paving their way around the world, which are closely interrelated with the specifics of their own development, which, in turn, will allow to use really optimal solutions to the problems facing the system of the public administration, which is especially relevant in today's world in the context of a global problem (COVID-19 pandemic);

d) using the general scientific principle of double hermeneutics, i.e. double interpretation of the solution of the research problem: strictly scientific analysis of the problems of public ad-

ministration, taking into account the fundamental aspects of the problem, the latest scientific developments, etc. [12; 13].

**Conclusions from this study and prospects for further exploration in this direction.** Thus, for effective public administration in this issue in the organizational aspect it is necessary to intensify the process of deconcentration of the state executive power by restructuring and optimizing the system of territorial structures of the state executive bodies, the formation of their regional structures.

In this sense, it is possible to increase at the regional level the effectiveness of the state policy in the field of public safety and protection of the critical facilities at the regional level in emergencies.

The optimization of the regional administration cannot be carried out simultaneously. This is a time-consuming process of consistent reform of the state system. There is ample reason to believe that as the system of administration at the regional level develops, the effectiveness of “vertical” administration will increase.

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## **EVOLUTION OF FORMATION OF THE MECHANISMS OF STATE REGULATION THROUGH DIPLOMATIC POLICY**

**Abstract.** The article analyzes the evolutionary processes of the formation of mechanisms of the state regulation through diplomatic policy. It is justified that in the external relations between the countries one of the oldest and most important administrative institutions of the political activity is the institution of regulation of diplomatic relations. With the advent of the interstate relations of the ancient world, both peaceful and military, the political figures of ancient Egypt, India, Greece, Rome, China and other countries have developed directions for improving the public policy in the field of diplomatic activity. Considering the statehood of Ancient India, in the context of the development of mechanisms of the public administration in the field of diplomatic relations, it has been stated that the use in diplomatic policy of the diplomatic privileges and immunities is one of the most ancient and widely recognized ways of regulating this activity in the international law.

It has been proved that the problem of finding a balance in the direction of the patterns of development of mechanisms of the public administration in the field of

diplomatic activity was raised earlier in the ancient China than in the European countries. The art of diplomatic relations, as a leading tool for the implementation of a foreign policy strategy is an important element of the political culture of the community and an indispensable tool for the security of the state interests. It is ascertained by the fact that modern historians and government officials argue that there were certain patterns in Ancient Greece that consisted of a sufficiently developed and powerful system of regulation of the foreign policy and, in particular, of the diplomatic relations.

It is noted that the diplomatic activities of Ancient India deserve special attention by the Laws of Manu dating back to the 1<sup>st</sup> millennium BC. According to these regulations of the diplomatic relations, the avoidance of hostilities and the conclusion of peace depended on the art of negotiating of the diplomatic ambassadors. It is noted that the principle of inviolability of the representatives of diplomatic relations is also reflected in this country.

**Keywords:** mechanisms of the public administration, regulation of the diplomatic relations, Ancient India, foreign policy activity, Ramses-Hattushil treaty.

### **ЕВОЛЮЦІЯ СТАНОВЛЕННЯ МЕХАНІЗМІВ ДЕРЖАВНОГО РЕГУЛЮВАННЯ ДИПЛОМАТИЧНОЮ ПОЛІТИКОЮ**

**Анотація.** Здійснено аналіз еволюційних процесів становлення механізмів державного регулювання дипломатичною політикою. Обґрунтовано, що у зовнішніх відносинах між країнами однією із найстаріших та найважливіших управлінських інституцій політичної діяльності є інституція регулювання дипломатичних відносин. З появою міждержавних зносин стародавнього світу як мирних, так і воєнних, політичні діячі античних Єгипту, Індії, Греції, Риму, Китаю та інших країн розвивали напрями вдосконалення державної політики у сфері дипломатичної діяльності. Розглядаючи державність Стародавньої Індії, у контексті розвитку механізмів публічного адміністрування галузю дипломатичних відносин зазначено, що використання у практиці міжнародної політики дипломатичних привілеїв та імунітетів є одним з найдавніших і загально визнаних способів регулювання цієї діяльності у міжнародному праві.

Доведено, що проблематика пошуку балансу в напрямі закономірностей розвитку механізмів публічного адміністрування у галузі дипломатичної діяльності порушувалась у Стародавньому Китаї раніше, ніж у європейських державах. Мистецтво дипломатичних відносин, як провідного інструментарію впровадження зовнішньополітичної стратегії, є важливим елементом політичної культури громади та невід'ємним інструментом безпеки державних інтересів. Констатовано, той факт, що сучасні історики та державні управлінці доводять, що у Давній Греції існували певні закономірності, які полягали в наявності доволі розвиненої і потужної системи регулювання зовнішньополітичної діяльності та, зокрема, дипломатичних відносин.

Зазначено, що в дипломатичній діяльності Стародавньої Індії заслуговують особливої уваги Закони Ману, які сягають 1 тисячоліття до нашої ери.



Згідно з цими нормативно-правовими актами галузі дипломатичних відносин, уникнення військових дій та укладення миру залежали від мистецтва ведення переговорів дипломатичних послів. Відзначено, що принцип недоторканості представників дипломатичних відносин віддзеркалений і в цій державі.

**Ключові слова:** механізми державного управління, регулювання дипломатичних відносин, Стародавня Індія, зовнішньополітична діяльність, договір Рамзеса-Хаттушиля.

## **ЭВОЛЮЦИЯ СТАНОВЛЕНИЯ МЕХАНИЗМОВ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ДИПЛОМАТИЧЕСКОЙ ПОЛИТИКОЙ**

**Аннотация.** Осуществлен анализ эволюционных процессов становления механизмов государственного регулирования дипломатической политикой. Обосновано, что во внешних отношениях между странами одним из старейших и важнейших управленческих институтов политической деятельности есть организация регулирования дипломатических отношений. С появлением межгосударственных отношений древнего мира как мирных, так и военных, политические деятели античных Египта, Индии, Греции, Рима, Китая и других стран развивали направления совершенствования государственной политики в сфере дипломатической деятельности. Рассматривая государственность Древней Индии, в контексте развития механизмов публичного администрирования отраслью дипломатических отношений указано, что использование в практике международной политики дипломатических привилегий и иммунитетов есть одним из древнейших и общепризнанных способов регулирования этой деятельности в международном праве.

Доказано, что проблематика поиска баланса в направлении закономерностей развития механизмов публичного администрирования в области дипломатической деятельности поднималась в Древнем Китае раньше, чем в европейских государствах. Искусство дипломатических отношений, как ведущего инструментария внедрения внешнеполитической стратегии, есть важным элементом политической культуры общества и неотъемлемым инструментом безопасности государственных интересов. Констатировано, тот факт, что современные историки и государственные управленцы доказывают, что в Древней Греции существовали определенные закономерности, которые заключались в наличии достаточно развитой и мощной системы регулирования внешнеполитической деятельности и, в частности, дипломатических отношений.

Отмечено, что в дипломатической деятельности Древней Индии заслуживают особого внимания Законы Ману, которые относятся к 1 тысячелетию до нашей эры. Согласно этим нормативно-правовым актам области дипломатических отношений, избежание военных действий и заключение мира зависели от искусства ведения переговоров дипломатических послов. Отмечено, что принцип неприкосновенности представителей дипломатических отношений отражен и в этом государстве.

**Ключевые слова:** механизмы государственного управления, регулирования дипломатических отношений, Древняя Индия, внешнеполитическая деятельность, договор Рамсеса-Хаттушиля.

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**Formulation of the problem.** In the current conditions of large-scale globalization in various fields of activity and institutions of the states there are altered threats to the international, national security and public order. That is why, given the accumulated experience, the comprehensive development of mechanisms of the state regulation through diplomatic relations is put at the forefront of the world practice in the 21<sup>st</sup> century.

The countries as the main subjects of external relations, through diplomatic mechanisms of conducting their political activity, realize the most important aspirations and intentions in the direction of securing the state public-legal and public interests [1, p. 6]. The experience of introducing new mechanisms of the state regulation through diplomatic policy proves that the development of the processes of improvement of the national governance in any country should be researched and developed, considering it one of the strategic directions of increasing the effectiveness of the activities at the international, national and regional levels.

It is worth noting that the international relations, including diplomatic relations, are reaching a whole new level of development and acquiring new configurations all over the world. That is why the issue of the study of historical processes of formation and development of the mechanisms of state regulation in the sphere of diplomatic

relations, as well as paying attention to the research and elaboration of theoretical foundations, methods, configurations, mechanisms and instruments of interstate political activity administration between the states, as well as of particular importance is the regulation of the implementation of the activities of the institutions engaged in embassy and negotiation between the states, identification of ways of managing conflicts and the formation of alliances between them [2, p. 8].

Therefore, taking into account the tendencies of the development of this area, we should note that not only will a chronological study of the processes of formation and development of the mechanisms of state regulation in the field of diplomatic relations of the states and the relevant tools for their implementation be relevant, but also the study of transformations of the diplomatic relations and state policy of their administration as a historical and political phenomenon, analyzing the functions of the public administration of diplomatic relations, disclosing performance criteria of this relationship [3].

**Analysis of the recent research and publications.** A great deal of research by both domestic and foreign scientists and practitioners is devoted to the issues of diplomatic relations and the state policy of administering them. Thus, actual problems of creation of the diplomatic theory and practice

were investigated in their works by: V. I. Holovchenko [7], Ye. P. Honchar [1], A. L. Zinchenko [2], O. S. Konoptyanyk [4], T. M. Lyashchenko [6], O. P. Sahaidak [8], V. H. Tsivatiy [3], Yu. S. Shemshenko [5].

**Purpose of the article.** The purpose of the article is to determine the nature of the formation of the mechanisms of state regulation through diplomatic policy.

**Outline of the main research material.** Historical sources in the field of state regulation of the diplomatic relations include the fact that in the ancient world community leaders used diplomacy and diplomatic negotiation techniques to resolve conflicts and resolve war situations. In order to protect the mediators of the diplomatic relations, the principle of personal integrity was introduced during the negotiation process. This principle has become paramount in the diplomatic law today.

In view of the above, one can say that in the external relations between the countries one of the oldest and most important administrative institutions of the political activity is the institution of regulation of the diplomatic relations. With the advent of interstate relations of the ancient world, both peaceful and military, political figures of ancient Egypt, India, Greece, Rome, China and other countries have developed directions for improving the public policy in the field of diplomatic activity.

One of the first known, to date, in the theoretical and philosophical context of attempts to investigate the problems of the public administration of diplomatic relations was the signing of a treaty between the Pharaoh Ramses II and the

King of Hets Hattushil III in Ancient Egypt in 1296 BC. This ancient legal act of the diplomatic sector consisted of the following parts:

- preamble;
- articles;
- treaty performance guarantees — oaths of obligation and penalty for non-compliance.

The Ramses-Hattushilla Treaty was one of the criterion-salient characteristics of the state system of the ancient world. The meaning of the concept of “state” was equated with the personality of the leader as a representative of the supreme power. Therefore, it should be noted that, according to this concept, all diplomatic negotiations were conducted only on behalf of the ruler of the state, which meant the complete guarantee of security and inviolability of all subjects of the diplomatic relations: ambassadors, negotiators, messengers [4, p. 25].

We also want to point out that the active foreign policy of the Ancient East states caused a considerable source base to be delayed.

The evolution of the substantive content of the term “diplomatic relations”, which is part of the evolution of the study of state regulation in the context of international cooperation, is reflected in the normative-legal acts regarding the external expansion of Ancient Egypt.

One such document was the Tell-Amarn (Tell-el-Amarn) correspondence of 1887–1888 BC, which reflected the diplomatic activity of Amenhotep IV (Akhenaten) and his father Amenhotep III. A large number of clay tablets with letters to the rulers of Babylon, Palestine, Syria and other states were

kept in the departmental archive, as in one of the state institutions [5, p. 34].

Considering the statehood of Ancient India, in the context of the development of mechanisms of the public administration in the field of diplomatic relations, I would point out that the use of diplomatic privileges and immunities in the practice of international politics is one of the most ancient and generally recognized ways of regulating this activity in the international law.

The process of creating diplomatic theory and practice is inextricably linked to the gap in the history of the tribal society. Through the negotiation the process issues of military relations and a truce between the tribes were resolved. Some negotiation positions have become traditional and such customs have become the basis of the contractual diplomatic relations.

The diplomatic activities of Ancient India deserve special attention by the Laws of Manu dating back to the 1st millennium BC. According to these regulations of the diplomatic relations, the avoidance of hostilities and the conclusion of peace depended on the art of negotiating of the diplomatic ambassadors. It should be noted that the principle of inviolability of the representatives of diplomatic relations is also reflected in this country [6].

It can be argued that the problem of finding a balance in the direction of the patterns of development of the public administration mechanisms in the field of diplomatic activity was raised earlier in ancient China than in the European countries. The art of diplomatic relations, as a leading tool for the implementation of a foreign policy strategy, is an important element of the political

culture of the community and an indispensable tool for the security of the state interests [7, p. 2].

The systematic ideas of the philosophers of Ancient China played an important role in the scientific and political discussions and were devoted to the search for the optimal development of the mechanism of public administration of the diplomatic relations. The strategic objectives of the Chinese traditional diplomacy were organically linked to the methods of its tactical implementation, based on the basic principle: "To be friends with distant barbarians against loved ones", developed in the 5<sup>th</sup>–3<sup>rd</sup> century BC [7, p. 7–11].

I must state that modern historians and government officials argue that there were certain patterns in Ancient Greece that consisted of a sufficiently developed and powerful system of regulation of the foreign policy and, in particular, of the diplomatic relations.

It is important to note that hospitality was a form of diplomatic relations in Greece. Disputes arising between the communities were resolved with the help of specially authorized persons (ambassadors). The process of electing ambassadors was allowed only for the wealthy. An important aspect of electing ambassadors was compliance with the following requirements: they must be at least 50 years old (hence the term "elder"), make a positive impression on the listeners, have proper oratorical abilities. The ambassadors were given letters of recommendation that determined the goals and objectives of the embassy, and also were given appropriate instructions (two wax tablets – diploma). One of the main responsibilities of the Greek ambassadors was to

form an alliance with other states and to sign treaties that were accompanied by certain formalities [8].

**Conclusions.** The analysis of the state-legal nature of the formation of mechanisms of the state regulation through diplomatic policy testifies to their complexity and contradictory conditions of formation. It has been proved that the problem of finding a balance in the direction of the patterns of development of mechanisms of the public administration in the field of diplomatic activity was raised earlier in ancient China than in the European countries.

It is determined that the Ramses-Hattushil Treaty was one of the indicative in the criteria sense characteristics of the state structure of the countries of the ancient world. The meaning of the concept of “state” was equated with the personality of the leader as a representative of the supreme power. According to this concept, all diplomatic negotiations were carried out only on behalf of the ruler of the state, which meant the full guarantee of security and inviolability of all subjects of the diplomatic relations: ambassadors, negotiators, messengers.

A promising direction for further research on this issue is the development of understanding of the current state of mechanisms of implementation of the state policy in the field of diplomatic relations, that is based on the experience of developed countries of the world.

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## **CHARACTERISTICS OF TAX SECURITY AND ITS ROLE IN PUBLIC ADMINISTRATION**

**Abstract.** The article examines the concept of tax security, which is a component of economic security of the state. The balance mechanism of state regulation of the tax burden, which should be optimal, has been investigated, since with low taxes the budget revenues are reduced and, as the tax burden increases, business entities begin to find ways to reduce costs. These include shadow activity, the removal of major assets in offshore areas, and the like.

The factors that evoke tax evasion or tax avoidance are discussed, as well as the particularities of these two concepts and their associated circumstances.

International experience and some features of taxation of a number of leading countries in the world are studies. Measures to improve the investment climate are analyzed.

Also, the article found that tax security is a state of security of the system of budget revenues, which play the most important role in filling the state treasury.

The dynamics of the tax burden in Ukraine and the level of the shadow economy are compared. The data and methodology for calculating the level of the shadow economy in Ukraine were taken from the conclusions of the Ministry of

Economic Development, Trade and Agriculture of Ukraine. Ukraine's business taxation figures are taken from World Bank statistics.

Also, the article suggests recommendations on the need to create an effective mechanism for state regulation of tax security, starting from building up the conception and understanding basic requirements for optimization of management decisions, to proposals for information and analytical support. The first step in such activities should be optimization of management decisions that is the subject for further research and scientific investigation.

**Keywords:** tax security, public administration, taxes, economy, state, citizens.

## ХАРАКТЕРИСТИКА ПОДАТКОВОЇ БЕЗПЕКИ ТА ЇЇ РОЛЬ В ДЕРЖАВНОМУ УПРАВЛІННІ

**Анотація.** Досліджено поняття податкової безпеки, яке є складовою економічної безпеки держави. Досліджено балансовий механізм державного регулювання податкового навантаження, який має бути оптимальний, оскільки при низьких податках зменшується надходження до бюджету. Також при збільшеному податковому навантаженні суб'єкти господарювання починають знаходити шляхи зменшення витрат. До таких можна віднести тіншову діяльність, виведення основних активів в офшорні зони тощо.

Розглянуто фактори, які спричиняють ухилення, або уникнення оподаткування, а також особливості цих двох понять та пов'язані з ними обставини.

Досліджено міжнародний досвід і деякі особливості оподаткування ряду провідних країн світу. Проаналізовано заходи з поліпшення інвестиційного клімату.

Також встановлено, що податкова безпека являє собою стан захищеності системи бюджетних надходжень, які відіграють найголовнішу роль у процесі наповнення державної скарбниці.

Наведено порівняння динаміки податкового навантаження в Україні та рівня тіншової економіки, що загалом дало можливість звернути увагу наукової спільноти на тенденції до зменшення тіншового сектору після проведення в Україні податкових реформ. Дані та методологія розрахунку рівня тіншової економіки в Україні були взяті з висновків Міністерства розвитку економіки, торгівлі та сільського господарства України. Дані щодо оподаткування підприємств України взято із статистичних матеріалів Світового банку.

Також запропоновано рекомендації щодо необхідності створення ефективного механізму державного регулювання стану податкової безпеки, починаючи від створення концепції та розуміння основних вимог до оптимізації управлінських рішень, закінчуючи пропозиціями щодо інформаційно-аналітичного забезпечення. Початковим етапом в таких заходах має бути оптимізація управлінських рішень, що є предметом подальших досліджень та наукового розвитку.

**Ключові слова:** податкова безпека, державне управління, податки, економіка, держава, громадяни.

## ХАРАКТЕРИСТИКА НАЛОГОВОЙ БЕЗОПАСНОСТИ И ЕЕ РОЛЬ В ГОСУДАРСТВЕННОМ УПРАВЛЕНИИ

**Аннотация.** Исследовано понятие налоговой безопасности, которое является составляющей экономической безопасности государства. Исследован балансовый механизм государственного регулирования налоговой нагрузки, который должен быть оптимален, так как при низких налогах уменьшается поступление в бюджет. Также при возросшей налоговой нагрузке субъекты хозяйствования начинают находить пути уменьшения расходов. К таким можно отнести теневую деятельность, вывод основных активов в оффшорные зоны и т. д.

Рассмотрены факторы, которые вызывают уклонения или избежание налогообложения, а также особенности этих двух понятий и связанные с ними обстоятельства.

Исследован международный опыт и некоторые особенности налогообложения ряда ведущих стран мира. Проанализированы меры по улучшению инвестиционного климата.

Также в статье установлено, что налоговая безопасность представляет собой состояние защищенности системы бюджетных поступлений, которые играют самую главную роль в процессе наполнения государственной казны.

Приведено сравнение динамики налоговой нагрузки в Украине и уровня теневой экономики, что в целом дало возможность обратить внимание научной общественности на тенденции к уменьшению теневого сектора после проведения в Украине налоговых реформ. Данные и методология расчета уровня теневой экономики в Украине были взяты из заключений Министерства развития экономики, торговли и сельского хозяйства Украины. Данные относительно налогообложения предприятий Украины взяты с материалов статистики Всемирного банка.

Также предложены рекомендации о необходимости создания эффективного механизма государственного регулирования состояния налоговой безопасности, начиная от создания концепции и понимания основных требований к оптимизации управленческих решений, заканчивая предложениями по информационно-аналитическому обеспечению.

Начальным этапом в таких мероприятиях должна быть оптимизация управленческих решений, что является предметом дальнейших исследований и научного развития.

**Ключевые слова:** налоговая безопасность, государственное управление, налоги, экономика, государство, граждане.

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**Formulation of the problem.** Creating conditions for the sustainable development of Ukraine requires increasing level of protection of the economic

potential, which is up to 86,78 % provided by tax revenues this year.

At the same time, the level of the shadow economy in Ukraine, according

to an the undefined calculation methodology, conducted by a number of profile ministries of Ukraine, amounts on average about 30 % of GDP over the last 2–3 years. And this is according to unconfirmed data [1]. In addition, in the tax revenues structure for 2020, domestic taxes on goods and services account for 59,40 %, of which the largest kind of income is the value added tax on imported goods, which makes it the object of most attention, since the illegal import of goods in Ukraine is already becoming a national security threat.

However, one should also pay attention to the causes of this state condition. Why business tries to evade taxation and violating law, risks its own reputation and worsens the economic situation in the country.

The answer to this question lies in many ways. On the one hand, there is considerable interest from officials, on the other, the desire of businesses to make more profit, motivating this by too high taxes, although some European and leading countries in the world have much higher tax burden on imports.

On the other hand, considering such a situation in the context of public administration, the spread of smuggling is an even greater threat to small businesses operating in the internal market, thereby reducing revenues.

All the same, there are opinions about the positive side of the shadow economy, as money received by people illegally is spent domestically, thereby improving consumer demand [2].

All this, and many other unresolved issues, make the problem of ensuring the tax security of the country a component of the economic security a difficult op-

timization task. In what way to increase the attractiveness of economic activity in Ukraine while having a sufficient level of state taxation, and not provoking capital outflows from the country in view of the excessive tax pressure. Of course, these are not the only factors that create tax threats and risks. There are others. However, their addressing in accordance with the structure of tax revenues plays a key role.

**Analysis of recent research and publications.** In the context of global instability due to pandemics and a number of other problems, economic security plays a crucial role in the formation of the state. Therefore, in public administration, the point of focus is not only on counteracting threats and risks, but also on economic development. It is this type of development that is constantly mentioned by both domestic and foreign scientists [3; 4].

Interesting is the opinion of D. Kvashuk, who believes that security is not only a state of security, but also the realization of opportunities for further development [5, p. 201].

Considering the factor that the main component of economic security is tax security, which depends on the efficiency of the country budget filling, the corresponding phenomenon needs theoretical and methodological elaboration for further development of the economy, society and citizens.

Thus, the concept of tax security is not a new one. Much attention has been paid to its definition, however, no unambiguous opinion on its definition has been established to date. Majority of scientists believe that instruments of tax influence, through tax increases and strict controls, make it possible to

increase the level of economic security of the state, but at the same time, there are increasing risks. The study of the risk assessment problems in the tax sphere was carried out by the scientist P. Tetyayev, who proved that tax security is the main element of the economic security of the state, which generally indicates that the state of security in public administration depends directly on the fiscal policy [6].

Therefore, taxes and tax policy as a tool for ensuring the economic security of the state.

At the same time, the question of the tax relations validity and state tax security, business and society remains unresolved, since the conceptual links between them, as well as the contradictions, are the subject of main research on the way to solving this problem.

Therefore, a number of researchers have identified financial security as a separate topic for studying and see it as a condition of the state's ability to pursue independent financial and economic policies in accordance with its national interests [7–9].

The essence of the financial security of the state can be defined as the state of the economy, which ensures the formation of positive financial flows of the state necessary for optimal public administration. All this is also due to the fact that competition between states is constantly increasing, while resources on the planet are decreasing, the number of consumers of these resources is constantly increasing, and in general, to date, administrative decisions in public administration should not be repelled only with positions of the official's intuition, or his conservative point of view. They should be scientifically substanti-

ated, including the analysis of possible options for the development of their consequences, the estimated probability of threats and risks, the identified possibilities for implementation of such decisions, all that requires following properties from the state governor:

- confidence and experience of the responsible person;
- sufficient level of such persons' awareness;
- high level of decisions;
- high responsibility (legal and moral).

Thus, in the process of ensuring the security of the state, the role of tax security plays in increasing the financial and economic security, which constituents can be considered as: budgetary security; tax security; credit monetary security; price security; etc.

Among them, an adequate level of tax security is achieved by maintaining a sustainable and balanced approach to taxation, depending on the income and budgets of various levels, as well as the profitability of the businesses themselves.

Considering tax security in combination with budgetary security, we distinguish these two separate systems that are regulated by law, each by a separate regulatory act.

In this case, tax security implies a stable functioning of the country's budgetary system.

However, realizing that taxes are involved in shaping the revenue share of the budget, one can distinguish the fact that one of the major threats to budgetary security is the inefficiency of the tax system.

Therefore, formation of the tax security system requires a comprehensive

analysis of the functioning of state tax policy instruments to ensure the replenishment of capital in the real sector of the country economy.

Thus, the tax potential of a country is determined by its overall economic potential, and tax security is presented to us as a systemic entity with a certain number of elements.

K. Marx also noted that taxes incarnate the economically expressed existence of the state and its security, accordingly [10, p. 308].

Yes, it turns out that the fewer threats in calculating taxes, the bigger is the return from them, therefore, less problems in ensuring all the above types of security. And the content of tax security consists in creating conditions for the protection of the state mechanism of forced and mandatory withdrawal of part of the citizens property and their associations for the state needs.

**The purpose of the article** is to study the basic principles and scientific opinion regarding the definition of the tax security phenomenon and its role in public administration. Definition of dependence of this concept on budgetary security and economic security.

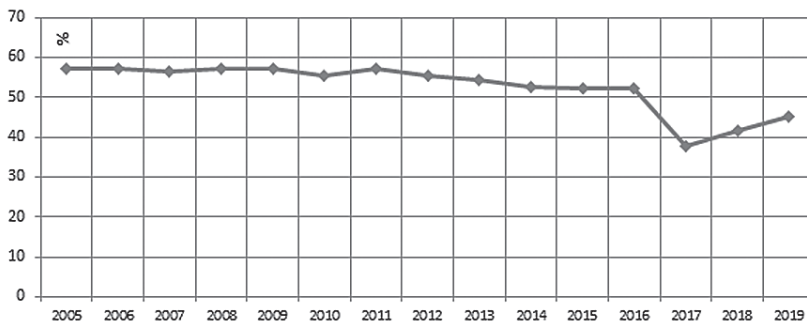
On the basis of the findings, the creation of proposals for the formulation of recommendations for improving the mechanisms of threat and risk prevention in the tax security system of Ukraine, through the optimization of management decisions.

**Presentation of the main material.**

As a result of imperfect optimization of tax relations, there is a threat to the economic security of the state. Such problems are not completely resolved to this day.

Turning to the work of the tax scholar S. Aksyukov, we should pay attention to his vision of this problem. The researcher considers optimizing the balance between the tax burden and the income of taxable entities as the most important task in public management [11].

Having analyzed the tax burden of different countries of the world, and correlating it with the dynamics of GDP growth, we can state the effectiveness of such taxation system. However, this is not final, since many other factors, such as the shadow economy, the conditions of development of production in the country, etc., are not taken into account. For example, in



**Total tax rate in Ukraine (% of profit) in the period 2005–2019**  
*Compiled by World Bank Metals, [12]*



Ukraine for a long time, the overall tax rate was one of the highest in the world (Figure), and only in 2017 did tax reforms make it possible to reduce it.

It should be noted that the 2017 indicators were the lowest in the last 14 years in Ukraine. It was during this period, according to the results of 2017, that the level of the shadow economy decreased to 31 % of GDP, and was the lowest [13].

The question of what tax security was at the highest level may have ambiguous answers. Considering the rise of taxes for increasing budget revenues, it should be noted that the level of the shadow economy and the investment attractiveness of the country will decrease and, after a while, big business may migrate to countries with less tax pressure.

Therefore, the state of protection from threats, risks and dangers in the tax security system is determined precisely by the optimal ratio of business profits and a reasonable level of tax burden. And only in such circumstances can we talk about the optimization of fiscal policy, the result of which is an indicator of tax security in particular and economic security of the country as a whole.

The result is that such optimization cannot be implemented solely on the basis of visions of individual managers. It must be formed on the basis of a comprehensive state tax security management mechanism. The basis of such a mechanism should be a scientifically justified approach, supported by the highest possible analytical calculations and forecasts, including the maximum possible number of data sources.

At the beginning of the formation of the appropriate mechanism of state

regulation, there have to be developed the tax security concept.

The conceptual apparatus and normative aspects play a role in its formation. Therefore, the essence of tax security can be defined as a state of protection of the budget sector, which creates the conditions for socio-economic stability of society, guaranteed protection and the optimal balance of economic interests of the state and business.

It is necessary to meet the following requirements:

1. creation of economically sound tax regimes for objective market relations;
2. to have an influence on unscrupulous tax participants;
3. Ensure that taxpayer consciousness is influenced by sound economic behavior on the basis of a constitutional obligation to pay taxes.

Therefore, tax security must be understood on the basis of socio-economic interests in a civil society, and not only in the narrow sense of replenishing state budget revenues.

Such an understanding of this category will allow to accelerate the process of creating the tax security concept in Ukraine in practical application.

**Conclusions.** Tax security can be considered as a state of budgetary sphere security, under which conditions are created for the socio-economic stability of the society, guaranteed protection and the optimal balance of economic interests of the state and business. Such a balance needs further development, since today, neither on the normative nor the methodological level has been created the concept of tax security. So, there is no effective mechanism for fiscal policy optimiza-

tion in the country. What needs further development of this problem is, first of all, solution of issues on the optimization of management decisions in this field.

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## RESEARCH OF FEATURES OF TYPICAL MODELS OF PUBLIC ADMINISTRATION

**Abstract.** In order for Ukrainian public administration to be able to perform its functions in relation to social transformations of society, it must undergo fundamentally qualitative changes, that should be based on new strategies for innovative development of public administration, which are focused on the needs of society and citizens.

The article examines the essence and features of public administration in terms of the process of formation and development of public administration models, and indicates the main characteristics of existing trends and prognostic analysis of the development of public administration models. The current state of development of the public administration system is analyzed and the necessity of

its reorientation to the innovative type is substantiated, in particular due to the presence of a set of analyzed negative tendencies. It is noted that the transition from the traditional management paradigm to an innovative type of public administration involves the replacement of a rigid bureaucratic component with an innovative component, which is fully consistent with the task of adapting public authorities to the changing market environment.

The ontological features of public administration models are characterized and the basic principles of innovative development are presented, which are the ideological and democratic basis of public administration. A wide range of innovative tools, approaches to management that can be used in the activities of public authorities in Ukraine are substantiated. The necessity and main essential features of the “ideal model” of public administration, which replaces the already “traditional” models of public administration, which are implemented by the system of public authorities, are indicated and argued.

**Keywords:** public administration, models of public administration, style of activity of public authorities, development of public administration system.

## ДОСЛІДЖЕННЯ ОСОБЛИВОСТЕЙ ТИПОВИХ МОДЕЛЕЙ ПУБЛІЧНОГО УПРАВЛІННЯ

**Анотація.** Щоб українське публічне управління змогло виконувати свої функції щодо суспільних трансформацій суспільства, воно повинно зазнати принципово якісних змін, в основі яких мають лежати нові стратегії інноваційного розвитку системи публічного управління, зорієнтовані на потреби суспільства і громадян.

Досліджено сутність, особливості публічного управління з погляду на процес становлення і розвитку моделей публічного управління та вказано основні характеристики існуючих трендів і прогностичного аналізу розвитку моделей публічного управління. Проаналізовано сучасний стан розвитку системи публічного управління та обґрунтовано необхідність її переорієнтації на інноваційний тип, зокрема через наявність сукупності проаналізованих негативних тенденцій. Зазначено, що перехід від традиційної управлінської парадигми до інноваційного типу публічного управління передбачає заміну жорсткого бюрократичного складника на інноваційну складову, що цілком відповідатиме завданню адаптації діяльності органів публічної влади до мінливого ринкового середовища його функціонування.

Схарактеризовано онтологічні особливості моделей публічного управління та запропоновано основні принципи інноваційного розвитку, що презентують ідеологічно-демократичну основу публічного управління. Обґрунтовано широкий спектр інноваційних інструментів, підходів до управління, які можна використовувати в діяльності органів публічної влади в Україні. Зазначено та аргументовано необхідність та основні суттєві ознаки “ідеальної моделі” публічного управління, що приходить на зміну вже “традиційним” моделям публічного управління, які реалізуються системою органів публічної влади.

**Ключові слова:** публічне управління, моделі публічного управління, стиль діяльності органів публічної влади, розвиток системи публічного управління.

## ИССЛЕДОВАНИЕ ОСОБЕННОСТЕЙ ТИПИЧНЫХ МОДЕЛЕЙ ПУБЛИЧНОГО УПРАВЛЕНИЯ

**Аннотация.** Чтобы украинское публичное управление смогло выполнять свои функции по общественным трансформациям общества, оно должно понести принципиально качественные изменения, в основе которых должны лежать новые стратегии инновационного развития системы публичного управления, которые ориентированы на потребности общества и граждан.

В статье исследована сущность, особенности публичного управления с точки зрения процесса становления и развития моделей публичного управления и указаны основные характеристики существующих трендов и прогнозистического анализа развития моделей публичного управления. Проанализировано современное состояние развития системы публичного управления и обоснована необходимость ее переориентации на инновационный тип, в частности из-за наличия совокупности проанализированных негативных тенденций. Отмечено, что переход от традиционной управленческой парадигмы к инновационному типу публичного управления предусматривает замену жесткого бюрократического компонента на инновационную составляющую, что позволит полностью соответствовать задаче адаптации деятельности органов публичной власти в меняющейся рыночной среде его функционирования.

Охарактеризованы онтологические особенности моделей публичного управления и предложены основные принципы инновационного развития, которые представляют идеологически-демократическую основу публичного управления. Обоснован широкий спектр инновационных инструментов, подходов к управлению, которые можно использовать в деятельности органов публичной власти в Украине. Указано и аргументированно необходимость и основные существенные признаки “идеальной модели” публичного управления, которая приходит на смену уже “традиционным” моделям публичного управления, реализуемых системой органов публичной власти.

**Ключевые слова:** публичное управление, модели публичного управления, стиль деятельности органов публичной власти, развитие системы публичного управления.

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**Formulation of the problem.** In today's globalized and differentiated society, the use of modern and adaptive models of public administration is becoming a crucial task and a way to solve problems. The formation of public administration in accordance with the requirements of the time is one of the



main tools for the adoption of modern administration models, which provides: the need to change the bureaucratic mechanisms by socially-oriented market relations; modern methods of teamwork; goal setting and realization; focus on providing services to citizens; values of meritocracy and autonomy in the civil service. The style of activity of the public servants and public authorities should provide a clear, positive, simple and effective way of exercising powers (without bureaucracy and corruption, with trained and competent public servants, using the available communication capabilities of the information society and effective legislation).

That is why the study of the content and features of the public administration requires not only a retrospective look at the features of the formation and development of the models of public administration, but also the characteristics of existing trends and forecast analysis of the development of the models of public administration. In the period of reforming and developing many spheres of life of the Ukrainian society, issues of ensuring the effectiveness of public authorities of the state occupy a leading place in the general issues of research in various fields of knowledge.

**Analysis of the recent research and publications.** At the same time, it should be noted that in the science of public administration insufficient attention is paid to the analysis of new approaches to the development of public administration and the formation of appropriate innovative style of public authorities in the context of globalization and European integration, which actualizes the study of this topic.

It should be noted that the issues of public authorities are reflected in the works of many well-known Ukrainian and foreign scholars, including: V. Averyanov, H. Atamanchuk, V. Bakumenko, V. Bodrov, E. Bolotina, M. Hordon, I. Dehtyareva, B. Melikhova, I. Orlov, M. Syomych, Ye. Ustynovych and others. Domestic scholars, in particular, have repeatedly substantiated the possibilities and legal basis for the implementation of modern Western models of public administration in Ukraine.

At the same time, the specificity of domestic conditions of the state formation, uncertainty and instability of the political situation do not allow to fully transfer Western theories and experience to the Ukrainian basis of the public administration. The awareness of the practical significance of solving the problem of forming effective public administration focuses on further search not only for a theoretical basis, but also for practical recommendations for adapting global models of public administration to the modern Ukrainian trends.

**Formulation of the purposes (goal) of the article.** The purpose of the article is to generalize the theoretical foundations of innovation of typical models of public administration and the possibilities of their application for the development of public authorities in the modern Ukraine.

**Presentation of the main material.** For domestic realities, public administration is a relatively new tool for the exercise of power, in which there is a meaningful combination of the public administration with local self-government, cooperation of the government agencies with various public associa-

tions, professional communities, etc. Therefore, at the stage of reforming the state system through the formation and implementation of the latest models of public administration, it is important to understand the value and content features with which the modern Ukrainian society identifies itself.

Public administration should be considered as a natural stage in the development of the state administration, due to the expansion of the scope of activities and responsibilities of the public administration bodies, the need to improve administration by bringing decision-making processes closer to the needs of the population [1].

The revolutionary changes in informatics and computer technologies, rapid growth of information and communication technologies, limited resources of the public power with a significant increase in demand for public (state and municipal) services, dynamic development of the public opinion and public consciousness, actively progressing changes in economic, social and political spheres actualized the need to change the paradigm of public administration from the modern “traditional” model to another, more democratic and efficient, but less expensive.

In the context of the above, there is a need for a thorough study of the current state of the public administration in Ukraine, as well as in the analysis and study of the elements of its innovative development.

The analysis of the current state of development of the public administration system allows us to conclude that it is necessary to reorient to the innovative type, in particular due to the presence of a set of negative trends [2]:

- inconsistency of the institutional structure of the apparatus of the public administration with the needs of the society, business, internal and external priorities of the state;
- high cost of the public administration, its lack of control;
- low quality and transparency of the public services;
- the current structure of the public authorities limits the opportunities for economic, social and human development;
- shortage of highly qualified specialists in the public authorities;
- insufficient application of research results in the development and implementation of the state personnel policy;
- high level of corruption in the public authorities;
- competitiveness of the country, in particular in terms of quality of the state institutions, internal and external security;
- lack of information on relevant practices (there is no information on the state of scientific and methodological support of the public authorities);
- bureaucratic obstacles to the introduction of innovations in the system of public authorities of Ukraine;
- low level of citizens’ satisfaction with the activities of the public authorities;
- depopulation, population aging, poverty, migration of qualified labour abroad.

It is these trends and problems that determine the need for modernization and scientific rethinking of the conceptual approaches to development in the field of public administration. As world practice shows, only the innovative development of the public administration

system is a necessary component of ensuring the effectiveness of the country's political development, as well as an important element of the competitiveness of the national economy and all other spheres of the society.

The transition from the traditional administration paradigm to an innovative type of public administration involves the replacement of a rigid bureaucratic component with an innovative component, which is fully consistent with the task of adapting the public authorities to the changing market environment [3]. To this end, it is expedient to characterize the ontological features of the public and state administration models.

M. Weber, W. Wilson, A. Fayol, G. Simon can be considered as those who proposed a basic model of public administration – Old Public Management, the essence of which can be revealed by the following provisions:

- division of labour based on functional specialization;
- a clearly defined hierarchy of authority;
- a system of rules that establishes the rights and responsibilities of the officials;
- system of ways to overcome work situations (standardization of processes);
- impersonal nature of human relations;
- encouragement or promotion on the basis of professional competence and on the basis of career principles;
- principle of compliance with the requirements of business records.

Old Public Management is a classic bureaucratic form of organization, described by Max Weber as an ideal type

of rational form of government based on the principle of lawmaking, characterized by a high level of predictability for politics in general and for citizens. According to Owen Hughes, this is due to the fact that the traditional model of public administration has long been the most common and widely used, as well as the most effective model of public and state administration [4].

However, in recent decades there have been trends in the formation of new approaches to building models of public administration, which take into account the reorganization of the public authorities, increasing the productivity of their activities, expanding the range of public services and public functions while reducing resources, integration of new technologies and creation of administration structures.

The theoretical foundations of the latest, later, model of public – New Public Management are based on the theory of public choice and management theory, which takes into account the reform concept:

- in the direction of the theory of public choice, which provides for limiting the influence of bureaucracy on politics by increasing competitive pressure on the public administration and thus – strengthening the position of citizens and politics in general;
- based on management theories, which provides for the expansion of the bureaucracy's freedom of action by lifting restrictions and strengthening economic incentives.

Western countries have proposed their own ways of reforming the public administration in its essential dimension, claiming universality and generality of application. These are two

governance concepts — the already mentioned New Public Management and the newer Good Governance — which are fundamental to the modern Western administrative reforms and are often borrowed from other countries.

New Public Management (NPM) is a modern model of public administration reform. More than seventy countries around the world are reforming on the principles of NPM. Including most of the economically developed countries of the world that have a high level of organization of the public administration, both at the state and municipal levels. [5]. New Public Management is a set of administrative and political reform strategies, which are based on the interpretation of administrative activities through the prism of the private economy. The NPM reform model is not a dogmatic and complete list of measures, but most often involves the implementation of the following measures:

- privatization and elimination of excessive regulation;
- removal of a single structure or autonomy of individual administrative units;
- introduction of elements of competition in the administrative activities, as well as the borrowing of management methods from the private economy in the public administration sector.

The “Good Governance” model assumes that public administration is based on the principles of separation of powers, the exercise of democracy, the election and variability of senior officials, the accountability of executive institutions to the society, and political pluralism. In contrast to the practice of public administration on the basis of

hierarchy and functional execution of orders, the defining features of the new concept are understanding and agreement. We are talking about changes in the relationship between the civil society and the authorities. On the one hand, the “Good Governance” model is based on the broad involvement of the civil society in the governance process, the central element of which is the process of preparation and decision-making. On the other hand, the concept of “Good Governance” provides for the effectiveness of the public administration, which is understood as the achievement of goals in a timely manner and with minimal resource costs. In this sense, effective governance does not mean and does not require by large the democratic nature of the adoption and implementation of the administration decisions [6].

An important place within the considered models is occupied by the concepts of “Digital Government”, “Network Model of Government”, “Anti-Crisis Public Administration”, “Open Government Partnership” and others. These concepts have already been partially implemented in some elements of the mechanism of public administration in Ukraine [1].

The dynamics of external and internal environment, the growth of threats that have a sudden and destructive impact on certain spheres of the society, for timely and effective response to their negative effects, along with stable basic elements of the mechanism of public administration, objectively requires the presence of the mechanism of public administration model of “Anti-Crisis Public Management” (APA). Since the source of threats is mainly not total,

but specific areas of the society, the application of the APA-model focuses on that part of the general mechanism of public administration that directly relates to certain areas: economy, ecology, demography, migration processes, constitutional and legal space, political system, financial and banking sector, budget federalism, state audit, etc.

Under the influence of large-scale introduction of modern information and communication technologies into the practice of public administration, a conceptual model was formed that justifies their application — “Digital Government” (DG). Distinctive features of the DG-model is that it includes such concepts as cooperation, participation, coordination of the society through information and communication technologies [7]. To ensure the effectiveness of public administration, the DG-model is focused on the efficient, fast and transparent provision of information to both citizens and authorities. It is a new element of the mechanism of the civil society involvement in the system of public administration, which provides a balance of rights and responsibilities of all participants in cooperation, creates real opportunities for participation in the public administration at all levels by discussing problems in different online communities increasing the influence of certain groups of the population on administrative and political decisions. The purpose of the DG-model is to improve the quality of governance, based on civic participation, transparency and accountability.

The essence of the OGP-model (“Open Government” model) reflects the concept of public administration based on supporting the right of the

citizens to access documents and monitoring the actions of the government to enable effective public control over government regulation, as a basis for dialogue between the society and the government.

The design of the OGP-model provides:

- open data infrastructure, covering all the branches of the government;
- free access to information, open dialogue between the public authorities and the citizens;
- approved standards and regulations establishing the procedure for information disclosure;
- conducting crowdsourcing (solving socially significant tasks by the volunteers who coordinate their activities with the help of information technology) and crowdfunding (public funding) [8].

It should be noted that in “pure” form these models of public administration are almost non-existent in any country in the world. In most foreign countries there is currently a tendency to diffuse different approaches to public administration (i.e. one or another set of elements of certain models has been introduced into the practice of modern government regulation).

Innovative development of the public administration is a qualitatively new type of administration, which is aimed at implementing modern administration approaches, technologies and tools, as well as the partnership style of the public authorities, business and citizens. This specificity necessitates the definition of a system of principles of innovative development of the public administration in the context of European orientation.

Basic principles of innovative development presenting the ideological and democratic basis of the public administration [3]:

- partnerships and cooperation (interconnection and community participation in the policy-making and implementation process);
- coherence of interests (authorities of different levels, business and public structures);
- equality;
- target orientation;
- systematicity;
- adaptability;
- government openness to public control;
- subsidiarity (delimitation of the sphere of competence of the public authorities of different levels with a corresponding reduction of the role of the state).

Thus, in our opinion, the process of development of the innovation component in the system of public administration is important and multifaceted, as it involves the introduction of innovative technologies, methods and tools, taking into account the relationship and interaction of different levels of the government, both among themselves and with the end user of the administration services – the society.

As foreign experience shows, the introduction of innovations and new technologies stimulates the innovative development of all spheres of the public administration, as well as reduces the cost of maintaining the state apparatus and improves its work.

Today, world practice offers a wide range of innovative tools, approaches to administration that can be used in the activities of the public authorities in

Ukraine. Such innovations in the public administration are:

- outsourcing – the transfer of certain functions by an organization to another company specializing in the relevant field;
- benchmarking – using the best experience;
- governance – administration without government;
- e-government that covers the following components of “government to government”; “government to citizens”; “government to business”;
- Balanced Score Card (BSC);
- concept of lean management;
- new public management;
- reinventing government;
- reengineering;
- management by objectives;
- management by results;
- project management, etc. [9].

The use of a tool in practice should be based on the accumulated world experience and available financial resources, which will ensure the efficiency and effectiveness of administration in the government. In addition to satisfying the end users (society), public administration is aimed at ensuring a clear interaction of business, politics and society and making strategically important decisions based on the use of modern innovative administration tools and technologies [3].

From some elements of these concepts it is possible to form a theoretical basis for the “ideal model” of public administration, which could be further used to form the “ideal” style of public authorities in Ukraine. The main essential features of the “ideal model” of public administration, which replaces the already “traditional” models of public



administration, which are implemented by the system of public authorities, it is reasonable to highlight the following:

- introduction of the concept of “good” public administration, which is an element of the “Good Governance” model;

- systematic simplification of the legislation (as one of the elements and inherent tools of the “new” model of public administration);

- reduction of the total number and narrowing of segments of the subject-object area of the public administration with the transfer of public administration of an increasing amount of public functions and public powers, including those that have historically traditionally belonged to the exclusive competence of the state, to non-state operators, self-regulatory and others private, public-private organizations (self-regulatory organizations in the field of financial markets, in the field of sports, etc.);

- ensuring subsidiarity in the provision of public services, including the transfer of part of the total authority to provide public services to private operators;

- development of public-private partnership as an element and tool of the “new” model of the public administration;

- debureaucratization (restructuring of the administration in order to focus on results rather than processes), including expansion and structural and functional complications of decentralization of the public administration, unbundling and deconcentration of the public sector entities, their reformation and reformatting, first of all, deconcentration of the structures and bureau-

cratic system of the central public authorities;

- intensification of the interaction between the public administration and other types of social administration, expansion and complication of correlation and interaction of the public administration and self-government, correlation and interaction of the public order and autonomous, non-legal, normative orders, as well as development of guarantees and mechanisms of autonomous institutionalization (in other words, the areas of competence of the public authorities and non-state non-municipal organizations increasingly intersect);

- implementation and progressive development of the concept of “e-state”, expanding the scope and diversity of the electronic public services provided by the public administration;

- a significant increase in the requirements for transparency and accountability of the public administration (public administration should become the object of increasingly intensive and permanent control by the society);

- development of the tools (measures, tools and mechanisms) of the public administration, increasing the variety of their modifications and complicating their combinations (including interference and multiplicity), including the use of public authorities business strategies and other approaches and tools in the fields of business management and corporate governance (strategic planning, performance measurement, etc.);

- introduction of the concept of results-based management, including a line of new mechanisms for recording

and evaluating the effectiveness of the public administration;

- increased receptivity and complementarity in relation to public interests and complex areas of public relations to social demands [1].

At the same time, we believe that the development of the public administration system becomes real due to the conceptual vision of the civil service, which would be able to develop and implement innovations in a changing environment, taking into account the existing trends and challenges.

The development of human resources in the system of public administration is one of the main factors in the formation of the latest model and style of activity, and the creation of opportunities to unleash the creative potential of the civil servants becomes the main systemic task of administrative innovation. The implementation of any innovation in the field of public administration requires the appropriate knowledge and skills of the personnel, which is one of the key strategic resources to achieve the goals of the public administration and provide quality administration services. There is a need to effectively encourage initiatives on new ways to solve the social problems, use the existing creative potential of its employees, improve the information environment and form a new administrative culture. In addition to motivating the creative activity of the public authorities, innovative changes should also address the benchmarks and performance indicators of the civil servants and managers, corporate culture issues with the formation of a new ethics of the public service.

**Conclusions and prospects for further research.** Thus, the priority

measures to ensure the innovative development of the public administration include:

- creation in the country of proper provision: normative-legal, personnel, scientific-methodical, informational, financial and motivational;

- creation of market conditions of competition and attraction of investments;

- ensuring privatization processes;

- creating appropriate conditions for the development and implementation of innovations, innovative solutions, tools and administration methods at various levels and branches of the government.

In our opinion, the latest “ideal model” of the modern public administration should be characterized by a high degree of complexity, a variety of participatory relations of the public authorities with the society. Relationship management based on the proposed model of the public administration should be aimed at establishing, developing and maintaining, as well as terminating, if necessary, the interaction of all involved units, which allows them to achieve goals through mutual exchange and fulfillment of commitments. For the population, the passage of a certain model of public administration provides an opportunity to defend their interests, protect their rights in the administration of open relations on a professional basis. For the public authorities the adoption of a model of interaction should be considered as a resource designed to better understand and solve a range of problems of both socio-economic nature and business environment.

It is necessary to form an innovative vision of a qualitatively new style of ac-

tivity of the public authorities. A style based on modern methods of teamwork, goal setting and implementation, focus on providing services to the citizens, the values of meritocracy and autonomy in the civil service. Appropriate style of the civil servants and public authorities should provide a clear, positive, simple and effective way of exercising powers (without bureaucracy and corruption, with trained and competent civil servants, using the available communication capabilities of the information society, and with effective legislation).

Thus, the need to encourage a progressive leadership style and the components of change-oriented competencies such as meritocracy, autonomy, proactivity and innovation, the ability of administration to accompany transformational organizational change are crucial for a new culture of successful and sustainable organizational change. The institutional efficiency and the balance of human relations require the development of an administrative culture based on trust on the part of leaders who are able to develop inclusiveness and effective cooperation with the rest of the organization.

In order for domestic public administration to be able to perform its functions in relation to the social transformations of the Ukrainian society, it must undergo fundamentally qualitative changes, which must be based on new strategies for innovative development of the public administration, focused on the needs of the society and the citizens. Improving the efficiency and effectiveness of the public administration, strengthening the responsibility of the public authorities for providing quality services to the population is

becoming increasingly interconnected with the development of its innovative component, which leads to the use of a wide range of innovative methods, technologies and administration tools.

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## THE NEED OF PERSONALITY IN INFORMATION SECURITY

**Abstract.** The concept of ‘need’ in modern conditions has become unquestionably prestigious, positive, necessary, which creates conditions for human

improvement and development. In the process of life, there was a significant transformation of the information society, and the structure of desires and drives, which include a wider range of needs of modern man, was minimized. So, there is an urgent need to improve the concept of today's request. The article presents a modernized pyramid of human needs by A. Maslow, according to which seven main levels of needs form a hierarchical structure that determines human behaviour as a dominant.

It is indicated that the need to be safe is one of the main and relates to the level of vitality. The need for various types and forms of security exists at all stages of human development, but it is in the conditions of the rapid development of information technologies and constant information and psychological impact on the individual, society and the state that the need for information security acquires the status of a national idea.

Given the pace of modern life and technological development, the vital needs of modern man have changed significantly and expanded, the demand for safe life and information and psychological comfort for personal realization in the conditions of turbulent development, information invasion and non-systemic social chaos have increased. The following definition of the concept of information security is formulated as a state of the information environment, which provides the satisfaction of information needs of the subjects of information relations, information security and protection of the subjects from negative information influence.

Determinant in meeting the information needs of the individual is to obtain reliable, comprehensive, comparative information, which can be the basis for a single correct decision. Thus, the preservation of information security of man, his psychological health, the search for effective methods of solving this problem is an important and relevant issue of state information policy.

**Keywords:** need, security, information security of the individual, turbulence, self-actualization.

## ПОТРЕБА ОСОБИСТОСТІ В ІНФОРМАЦІЙНІЙ БЕЗПЕЦІ

**Анотація.** Поняття “потреба” в сучасних умовах стало тим безперечно престижним, позитивним, необхідним, що створює умови для вдосконалення та розвитку людини. У процесі життєдіяльності відбулася істотна трансформація інформаційного суспільства, демінімізувалась структура бажань і потягів, які включають в себе значно ширший діапазон потреб сучасної людини, тому виникла нагальна потреба удосконалення концепції відносно запиту сьогодення. Представлено модернізовану піраміду людських потреб А. Маслоу, відповідно до якої сім основних рівнів потреб утворюють ієрархічну структуру, яка як домінанта визначає поведінку людини.

Зазначено, що потреба бути в безпеці одна з основних і належить до рівня життєво важливих. Потреба у різних видах і формах безпеки існує на всіх етапах розвитку людства, однак саме в умовах турбулентного розвитку інформаційних технологій та постійного інформаційно-психологічного впливу

ву на особистість, суспільство і державу, потреба в інформаційній безпеці набуває статус національної ідеї.

Беручи до уваги темп сучасного життя і техногенного розвитку, життєві потреби сучасної людини суттєво змінилися і розширилися, зріс попит на безпечну життєдіяльність та інформаційно-психологічний комфорт задля особистісної реалізації в умовах турбулентного розвитку, інформаційного навалу та несистемного суспільного хаосу. Сформульовано визначення поняття інформаційна безпека — це стан інформаційного середовища, який забезпечує задоволення інформаційних потреб суб'єктів інформаційних відносин, безпеку інформації та захист самих суб'єктів від негативного інформаційного впливу.

Визначальним у задоволенні інформаційних потреб особистості є отримання достовірної, всеоб'ємної, порівняльної інформації, що може стати підґрунтям єдиного вірного рішення. Отже, збереження інформаційної безпеки людини, її психологічного здоров'я, пошук ефективних методів вирішення означеної проблеми є важливим і актуальним питанням державної інформаційної політики.

**Ключові слова:** потреба, безпека, інформаційна безпека особистості, турбулентність, самоактуалізація.

## **ПОТРЕБНОСТЬ ЛИЧНОСТИ В ИНФОРМАЦИОННОЙ БЕЗОПАСНОСТИ**

**Аннотация.** Понятие “потребность” в современных условиях стало бесспорно престижным, положительным, необходимым, создавая условия для совершенствования и развития человека. В процессе жизнедеятельности произошла существенная трансформация информационного общества, де-минимизировалась структура желаний и влечений, которая включают в себя более широкий диапазон потребностей современного человека, поэтому возникла насущная необходимость совершенствования данной концепции. Представлена модернизированная пирамида человеческих потребностей А. Маслоу, согласно которой семь основных уровней потребностей образуют иерархическую структуру, которая как доминанта определяет поведение человека.

Указано, что потребность быть в безопасности одна из основных и относится к уровню жизненно важных. Потребность в различных видах и формах безопасности существует на всех этапах развития человечества, однако именно в условиях турбулентного развития информационных технологий и постоянного информационно-психологического воздействия на личность, общество и государство, потребность в информационной безопасности приобретает статус национальной идеи.

Учитывая темп современной жизни и техногенного развития, жизненные потребности современного человека существенно изменились и расширились, вырос спрос на безопасную жизнедеятельность и информационно-психологический комфорт для личностной реализации в условиях турбулент-

ного развития, информационного нашествия и несистемного общественного хаоса. Сформулировано определение понятия информационная безопасность — это состояние информационной среды, которое обеспечивает удовлетворение информационных потребностей субъектов информационных отношений, безопасность информации и защиту самих субъектов от негативного информационного воздействия.

Определяющим в удовлетворении информационных потребностей личности является получение достоверной, всеобъемлющей, сравнительной информации, которая может стать основой единого верного решения. Следовательно, сохранение информационной безопасности человека, его психологического здоровья, поиск эффективных методов решения данной проблемы является важным и актуальным вопросом государственной информационной политики.

**Ключевые слова:** потребность, безопасность, информационная безопасность личности, турбулентность, самоактуализация.

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**Formulation of the problem.** Historical experience shows that since the beginning of life on our planet, people in the course of their existence and development have always sought to meet various needs (desires), including in the field of security. The concept of 'need' in modern conditions has become unquestionably prestigious, positive, necessary, which creates conditions for human improvement and development. Needs are formed in the process of life with a certain feeling of dissatisfaction and they are very diverse. 'Man does not know the limits of his needs', Democritus said. They can change over time, some go, others come. That is natural. But most importantly, they must be satisfied. This is the essence of needs.

It should be axiomatically recognized that human life consists of needs and their satisfaction. In this case, we can talk about the feeling of happiness. Otherwise, there is a violation of psychological comfort, reduced social functioning, the development of mental

disorders and anti-government manifestations.

The study of human needs is associated with important problems of modern society. Man is a biosocial being, and in its formation and development as a social being, social factors are the determining factors. The system of social needs has a mobile influence on the behavioural responses of various social groups, increasing or decreasing their activity. Evolution in the sphere of needs has become an effective factor of changes in economic relations, politics, ideology, and a factor of reconsideration of life values and aspirations. These circumstances require careful study of the dynamics of needs to predict and manage social changes.

Possession of information is one of the basic needs of the individual, without it is impossible to form and exist an individual consciousness since modern man lives in an era of the rapid development of information technologies and constant information and psy-

chological impact on the individual, society and the state.

Accentuation on information-psychological security of personality, society and state today is not accidental, in connection with events occurring in the world (crises, military conflicts, cyber-attacks, threats of hybrid warfare), is of particular importance and directly affects the spiritual sphere of human life. The chosen topic is designed to explore the needs of the individual in information security in turbulent modernity.

**Analysis of recent publications on research issues.** The concept of 'need' was addressed in their works O. Yelahin [1], A. Maslow [2], O. Khromchenko [3], S. Rasydova [4], and I. Mamonov [5], but at the same time, the need is still the subject of research and scientific discussions of philosophers, political scientists, sociologists, doctors, and psychologists [6, 7], regarding its definition. Information security, problems of protection of the national information space were investigated in the works of V. Ilnytska [8], Yu. Lisovska [9], Yu. Muravska [10], and A. Marushchak [11], etc. The information need of a person was considered by such scientists as L. Mrochko, and O. Pyrohov [12]. The preservation of human information security, psychological health, and the search for effective methods to solve this problem are important and relevant issues of state information policy.

**Formulation of goals (objectives) of the article.** To reveal the concept of need, information security, to investigate the need of the individual in information security.

**Presentation of the main research material.** A person, his orientation is

primarily determined by his need. This fact is sustained in science. The needs determine a person's activities, his actions, explain motives, interests and values. The essence of 'need' in the literature is interpreted differently. A need is a person's need for something that is felt in the form of psychological and physical discomfort, on the one hand. A need is a human condition that develops based on the contradiction between what is available and what is necessary (or what seems necessary to a person) and motivates him to act to eliminate this discrepancy, on the other hand.

Needs are a dynamic system that is in development and during which they are transformed, the transition from one need to another, their change. A person's needs are important motives for his daily activities. This is because any need is always a contradiction between what a person has and what he aspires to. They encourage a person to be active and search for ways to satisfy them, become internal motivators of activity. There are needs of society and the individual. A person's needs are as diverse as his multifaceted social and individual activities, which, reflect the various social relations in which he is. At the same time, in our opinion, all human needs are obviously in a certain correlation like coordination and subordination. Some needs are basic for a person, while others are super basic. That is, there are priority basic needs and higher ones, which are formed on their basis under the condition of satisfaction. Individual needs are not only an element of the system of social needs but are also a system consisting of certain interconnected elements.

There are different typologies of human needs [3]. With many classifications of needs, they all come down to the allocation of natural (biological) and social (cultural) needs. However, the most famous of them is the 'pyramid of needs' by the American psychologist A. Maslow, where he grouped many human needs. In his *Motivation and Personality* work (1954), Maslow suggested that all human needs are innate and that they are organized into a hierarchical system of priority or dominance consisting of five levels. Maslow's hierarchical pyramid includes the following levels of needs:

1. Physiological needs (food, water, sleep, etc.).
2. The need for security (stability, order, dependence, protection, freedom from fear, anxiety and chaos).
3. The need for love and belonging (family, friendship, circle, reference group).
4. The need for respect and recognition (I respect myself, respect me, I am known and needed, I achieve, prestige and reputation, status, fame).
5. The need for self-actualization (development of abilities, a person must do what he has a tendency and ability).

But over time, two-thirds of the century, there has been a significant transformation of the information society, the structure of desires and inclinations, which include a wider range of needs of modern man, has diminished, so there is an urgent need to improve the concept of today's demand. The modernized pyramid of human needs contains 7 levels (see Figure):

1. Physiological needs (thirst, hunger, warmth, comfort, sleep, sex, relaxation) are innate and inherent in all

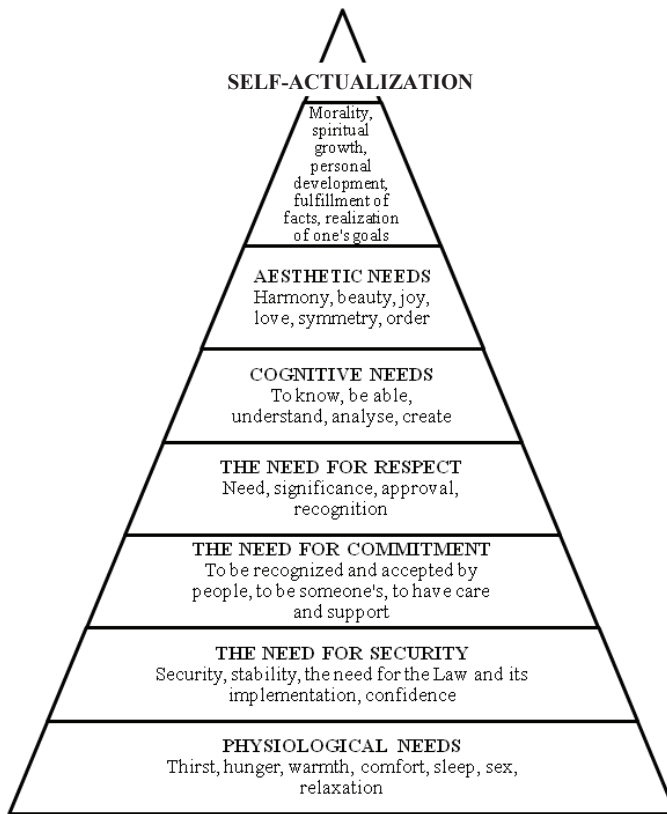
people. Their satisfaction is necessary to sustain life, survival, so they are often called biological needs.

2. The need for security (security, stability, the need for the Law and its implementation, confidence). The need for security means physical (health, safety at work), psychological (emotional comfort), economic (money income, job security) and information (reliable information obtaining and providing, protection against fakes and intrusions of information attacks). Meeting security needs provides confidence in the future. The need for various types and forms of security exists at all stages of human development, but it is in conditions of turbulence that it acquires the status of a national (and even transnational) idea. To maintain public order, it is important to require the Law, its observance. Only having a motive, a person has a need, and if there is a need, there will be a search for ways to solve it.

3. The need for a commitment (to be recognized and accepted by people, to be someone's, to have care and support). This need focuses on communication and emotional connections with others: friendship, love, belonging to a group and acceptance of it. Being social, collective beings, people feel the desire to please others and communicate with them.

4. The need for respect (need, significance, approval, recognition). There are needs for both self-esteem and respect from others, including the need for prestige, authority, power. Self-esteem is usually formed when achieving the goal, it is associated with the presence of independence and autonomy. The need for respect from other people





**According to O. Panchenko, Modernized Pyramid of Human Needs by A. Maslow**

orients a person to win and gain public recognition, reputation.

5. Cognitive needs (to know, be able, understand, analyse, create). Such needs as in knowledge of new, in self-knowledge, needs in orientation connected with an intellectual knowledge of the world, with communication, with comprehension of own life are considered. The means of satisfying the cognitive need is always new knowledge, new information. Thus, the reception of new knowledge does not extinguish it, and, on the contrary, strengthens. The cognitive need for a developed form becomes insatiable: the more a person learns, the more he wants to know.

6. Aesthetic needs (harmony, beauty, joy, love, symmetry, order) are ex-

pressed in a person's interest in aesthetic values. Externally, the needs for aesthetic pleasure can appear very similar: in the desire for order, symmetry, completeness, structure, and consistency.

7. The motivation for the greatest realization of personal capabilities: self-actualization (morality, spiritual growth, personal development, recognition of facts, the realization of their goals). This need means the desire and aspiration of man to the fullest discovery, development and realization of their capabilities, growth. The need for self-actualization: it is a growing need that can be limitless.

According to the pyramid, the seven basic levels of needs form a hierarchi-

cal structure that as a dominant determines human behaviour. The needs of the higher levels do not motivate a person until the needs of the lower level are met, at least in part. Usually, these groups of needs determine the social behaviour of people by their integral influence, contributing more or less to the motives of a person, depending on the conditions of his life and individual characteristics of the individual. In certain periods and under appropriate conditions, one of the basic groups of needs may become leading to a greater extent than others, determining human behaviour and activities. In this regard, it can restructure the entire motivational sphere of the individual.

As a rule, in relatively stable social conditions, the need for security of a fairly well-off person, at least to a minimum, is satisfied or subjectively perceived as satisfied. In such cases, as an active factor in determining the motivational sphere of a person, it is practically not fixed and can be manifested, for example, as a preference for familiar forms of behaviour and life situations with well-defined (fairly clear) prospects over those in which there are many elements of uncertainty, the desire for more stable conditions of existence, etc.

The need for security becomes dominant in the conditions of turbulent phenomena, which destroy the usual stereotypes of behaviour and the formed way of life. It begins to determine the motivation of human social behaviour, restructuring and changing it, specifically transforming other basic groups of needs, mental characteristics and personality characteristics. It becomes an active and predominant mobilizer of the human body's resources

in extraordinary circumstances: social disorganization, catastrophic natural phenomena, criminal encroachments, and others. The lack of adequate opportunities to meet this need causes a person to have emotionally negative, acutely experienced mental states, against which almost all mental processes of a person take place.

Insufficient quality of information provision, limited information or low quality of information leads to destructive changes in the psyche of people, manifested in increased mental tension and inadequate social behaviour, which is a consequence of the lack of sufficient opportunities for social orientation of a person in the surrounding situation and understanding the directions of its development, that is, the inability to obtain socially significant data in a large information flow. These things can be seen to a large extent in situations where information is deliberately used to manipulate people and their behaviour. In part, information security consists of obtaining sufficient data for orientation in society, which is one of the necessary conditions for the socio-psychological adaptation of the individual, its adaptation to current social changes.

In a general sense, security is a state of protection from anything and can be applied to the individual in particular, and society and the state as a whole. At the same time, security as a concept differs depending on the scope of application: political science, sociology, economics, etc. Considering security in public administration, the latter consists not only in the absence of threats that are subjectively perceived by individuals and groups but also in

the readiness of individuals and state structures to these threats, in particular, informational ones. State threats include computer crime and computer terrorism, the disclosure of confidential information that is the property of the state or aimed at providing the needs and national interests of society and the state, attempts to manipulate public consciousness, in particular, by spreading unreliable, incomplete or biased information, the spread of the cult of violence, cruelty, and pornography by the mass media. Among the risks of information security of the individual may be interference in privacy, use of intellectual property, restriction of access to information, illegal use of social means that affect the subconscious, misinformation, and distortion of information.

Considering information security as a phenomenon of public administration, it is:

(1) the state of protection of vital interests of the individual, society and the state, which minimizes damage due to incompleteness, timeliness and falsity of the information; its destructive influence; misuse and dissemination of personal data; and

(2) the state of protection of the national information space, which provides the formation, use and development of the latter in the interests of citizens, organizations, and the state [13].

In turn, the content of the concept of 'information security' is determined by the following components: satisfaction of information needs of subjects in the information environment, the security of information content, protection of subjects of information relations from possible threats and attacks.

So, information security is a state of the information environment that provides the satisfaction of information needs of subjects of information relations, information security and protection of subjects themselves from negative information impact. In this definition, the subjects of information relations can be the state, society, organizations, and people.

In the context of national security, a more complete definition of information security can be considered as follows: *'information security means the protection of vital interests of a person, society and state, which minimizes the harm through incomplete, untimely and inaccuracy of information, negative media exposure, the impacts of information technology, as well as for unauthorized dissemination of information'*.

Information protection provides a system of measures aimed at preventing unauthorized access to information, unauthorized modification, loss, destruction, violation of integrity, and so on. Information protection is a guarantee of security, the state's tasks. The solution to the problem of information security providing of society and the individual should have a comprehensive systemic nature and be implemented at different levels (normative, institutional, personal).

### **Conclusions and prospects for further researches.**

1. Given the pace of modern life and technological development, the vital needs of modern man have changed significantly and expanded, the demand for safe life and information and psychological comfort for personal realization in the conditions of turbulent develop-

ment, information invasion and non-systemic social chaos have increased.

2. The key to satisfying the information needs of the individual is to obtain reliable, comprehensive, comparative information that can be the basis of a single correct decision.

3. Functional information security, as well as other aspects of human security, aimed at the realization of rights and freedoms, needs, interests, aspirations of the individual, improving the quality of life, including the subjective sense of security, opportunities for personal development and self-realization.

4. In the conditions of turbulence, solutions to the problem of information security providing should have a comprehensive systemic nature and be implemented at different levels (normative, institutional, personal).

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## **REFORMATION OF THE PROSECUTION AUTHORITIES IN ORDER TO BUILD CONFIDENCE OF SOCIETY**

**Abstract.** After Ukraine gained independence and elected a European path of development, there was a need to reform the prosecutors' bodies in the context of the implementation of the international standards both for the protection of citizens' rights and freedoms and for the organization and operation of the prosecutor's office. With the adoption of the new wording of the Law of Ukraine "On the Prosecutor's Office" in 2014 another stage of reforming the prosecutor's office began. At the same time, after the adoption of the said Law, no full-fledged personnel reboot took place in the prosecutor's office for the purpose of clearing



the ranks of prosecutors from persons who do not meet the requirements of integrity and professionalism.

The negative practice of corporate secrecy of the prosecutor's profession and the development of corruption continued. The high level of corruption in the Ukrainian society has resulted in people's disregard for the fairness of the public administration and local self-government, for the honesty and integrity of the law enforcement agencies and judges.

As a result, the current model of functioning of the prosecution bodies is unsatisfactory, neither in terms of the level of support it has by the society, nor in terms of the proper level of performance by the prosecutors of their powers. With the adoption of the Law of Ukraine "On Amendments to Certain Legislative Acts of Ukraine on Priority Measures for the Reform of the Prosecutor's Authorities", the process of first and largely temporary measures, first and foremost, related primarily to the personnel reloading of the prosecution bodies by attestation of the current prosecutors began. It also provides an opportunity for all virtuous candidates who have the appropriate theoretical knowledge and practical skills, on a competitive basis, to hold the office of prosecutor in any body of the prosecutor's office.

Thus, the law provides for the establishment of the Prosecutor General's Office, the district prosecutor's offices, the introduction of attestation for all existing prosecutors. In addition, a Training Center for Prosecutors will be established at the National Academy of the Prosecutor's Office of Ukraine.

**Keywords:** corporate secrecy, public trust, Prosecutor General's Office, prosecutors' attestation, downsizing, prosecutors' salaries.

## **РЕФОРМУВАННЯ ОРГАНІВ ПРОКУРАТУРИ З МЕТОЮ ПОВЕРНЕННЯ ДОВІРИ СУСПІЛЬСТВА**

**Анотація.** Після здобуття Україною незалежності й обрання європейського шляху розвитку, виникла необхідність у реформуванні органів прокуратури в контексті імплементації міжнародних стандартів як захисту прав і свобод громадян, так і організації та діяльності прокуратури. З ухваленням нової редакції Закону України "Про прокуратуру" у 2014 р. розпочався черговий етап реформування прокуратури. Водночас після ухвалення зазначеного Закону в органах прокуратури не відбулося повноцінного кадрового перезавантаження з метою очищення лав прокурорів від осіб, які не відповідають вимогам доброчесності і професійності.

Продовжувалось втілення негативної практики корпоративної закритості професії прокурора та розвиток корупції. Наслідком високого рівня корупції в українському суспільстві стала зневіра людей у справедливості системи державного управління та місцевого самоврядування, у чесності та порядності правоохоронних органів і суддів.

Тому сьогоднішня модель функціонування органів прокуратури є незадовільною ані з точки зору рівня підтримки її суспільством, ані з точки зору належного рівня виконання прокурорами своїх повноважень. З прийняттям

Закону України “Про внесення змін до деяких законодавчих актів України щодо першочергових заходів із реформи органів прокуратури” розпочався процес першочергових і багато в чому тимчасових заходів, пов’язаних передусім із кадровим перезавантаженням органів прокуратури шляхом атестації чинних прокурорів. Також надається можливість усім добросовісним кандидатам, які мають належні теоретичні знання та практичні навички, на конкурсних засадах обійняти посаду прокурора в будь-якому органі прокуратури.

Так, Закон передбачає створення Офіса генерального прокурора, окружних прокуратур, запровадження атестації для всіх діючих прокурорів. Крім того, на базі Національної академії прокуратури України буде створено Тренінговий центр прокурорів.

**Ключові слова:** корпоративна закритість, довіра суспільства, офіс генерального прокурора, атестація прокурорів, скорочення чисельності, заробітна плата прокурорів.

## **РЕФОРМИРОВАНИЕ ОРГАНОВ ПРОКУРАТУРЫ С ЦЕЛЮ ВОЗВРАЩЕНИЯ ДОВЕРИЯ ОБЩЕСТВА**

**Аннотация.** После обретения Украиной независимости и избрание европейского пути развития, возникла необходимость в реформировании органов прокуратуры в контексте имплементации международных стандартов как защиты прав и свобод граждан, так и организации и деятельности прокуратуры. С принятием новой редакции Закона Украины “О прокуратуре” в 2014 начался очередной этап реформирования прокуратуры. Вместе с тем после принятия указанного Закона в органах прокуратуры не произошло полноценной кадровой перезагрузки с целью очищения рядов прокуроров от лиц, не соответствующих требованиям добропорядочности и профессионализма.

Продолжалось воплощение негативной практики корпоративной закрытости профессии прокурора и развитие коррупции. Следствием высокого уровня коррупции в украинском обществе стало разочарование людей в справедливости системы государственного управления и местного самоуправления, в честности и порядочности правоохранительных органов и судей.

В результате сегодняшняя модель функционирования органов прокуратуры является неудовлетворительной ни с точки зрения уровня поддержки ее обществом, ни с точки зрения надлежащего уровня выполнения прокурорами своих полномочий. С принятием Закона Украины “О внесении изменений в некоторые законодательные акты Украины относительно первоочередных мер по реформе органов прокуратуры” начался процесс первоочередных и во многом временных мер, связанных прежде всего с кадровой перезагрузкой органов прокуратуры путем аттестации действующих прокуроров. Также предоставляется возможность всем добропорядочным кандидатам, принадлежащие теоретические знания и практические навыки, на конкурсной основе занять пост прокурора в любом органе прокуратуры.

Так, Закон предусматривает создание Офиса генерального прокурора, окружных прокуратур, введение аттестации для всех действующих прокуроров. Кроме того, на базе Национальной академии прокуратуры Украины будет создан Тренинговый центр прокуроров.

**Ключевые слова:** корпоративная закрытость, доверие общества, офис генерального прокурора, аттестация прокуроров, сокращение численности, заработная плата прокуроров.

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**Formulation of the problem.** In the context of the construction of a democratic rule of law in Ukraine and its integration into the European legal space, the modernization of all its bodies, including the prosecutor's office, of which the state of law and order in the state depends, is of particular importance.

With the adoption of the new version of the Law of Ukraine "On the Prosecutor's Office" in 2014, another stage of reforming the prosecutor's office began. Thus, prosecutors were deprived of general oversight functions, which have been a requirement of the Council of Europe for Ukraine since 1995. And with the start of the State Bureau of Investigation, the prosecutor's office also lost the function of pre-trial investigation. [1]

At the same time, after the adoption of the said Law, no full-fledged personnel reboot took place in the prosecutor's office for the purpose of clearing the ranks of prosecutors from persons who do not meet the requirements of integrity and professionalism.

The said Law continued the implementation of the negative practice of corporate secrecy of the prosecutor's profession. That is, any person, despite his/her professional experience and level of professional training, had the right to occupy only the lowest position

in the system of prosecuting authorities. Thus, the opportunities for wide recruitment of new staff at all the levels of the prosecutor's office were blocked.

As a result, the current model of functioning of the prosecution bodies is unsatisfactory, neither in terms of the level of support it has by the society, nor in terms of the proper level of performance of the prosecutors' powers. [2] Thus, according to a poll conducted by the Razumkov Center, as of February 2019, only 2,1 % of the population fully trusted the public prosecutor's office, and 34,8 % did not fully trust it.

Thus, the further reform of the prosecuting authorities is possible only if the first steps are taken to assess the compliance of the existing prosecutors with the criteria of professional competence, integrity and professional ethics. As well as providing opportunities for other candidates with appropriate training to hold positions in the prosecutors' offices at all levels.

In view of this, the Verkhovna Rada adopted the Law of Ukraine "On Amendments to Certain Legislative Acts of Ukraine on Priority Measures for the Reform of the Prosecutor's Authorities". [3] The main purpose of the law is to create the preconditions for the establishment of a system of prosecutors whose activity is based on the

principles of efficiency, professionalism, independence and responsibility.

**Analysis of the recent research and publications.** In the domestic and foreign legal science there is a considerable amount of work devoted to the study of the organization and activities of the prosecutor's office, the problems of its reform in the context of the experience of the European countries. As the legal system of Ukraine, as well as the legal systems of other countries of the post-Soviet space, are in a state of transitional development, only for these states, and accordingly for the components of the state mechanism, these reform issues are the most tangible, which caused a considerable amount of work on the problems of reforming the prosecutor's office during the years of Ukraine's independence. It is possible to specify the works of such authors as: I. O. Bylytsia, Ye. A. Bezkrivny, M. I. Bortun, D. M. Dobrovolsky, D. S. Dyachkov, S. V. Kivalov, I. O. Kislytsyna, I. S. Kovalchuk, O. L. Kopylenko, V. M. Kravchuk, I. V. Nazarov, S. V. Podkopayev, Yu. E. Polyansky, O. H. Svyda, H. P. Sereda, V. V. Sukhonos, O. O. Khrapenko and many others. However, there are almost no publications on changes in the work of the prosecutor's office in order to restore the public confidence that have been occurring in the last six months due to changes in the legislation of Ukraine.

**The purpose of the article** – in connection with the adoption of the Law of Ukraine “On Amendments to Certain Legislative Acts of Ukraine on Priority Measures for the Reform of the Prosecutor's Authorities” which aims to restore the public confidence, create preconditions for building a prosecutor's

office system, whose activity is based on the principles of efficiency, professionalism, independence and responsibility to show changes in the formation of the staffing of prosecuting authorities, attestation, changes in the number, structure and salaries of the prosecutors.

**Presentation of the main material.** The newly elected government of Ukraine declared that one of the first measures of its activity should be a complete restart of the law enforcement system in our country. This comprehensive reform should also fully affect the prosecuting authorities, which in turn should restore the confidence in the prosecuting authorities and create an updated law enforcement structure in the criminal sphere. The first step in restarting the prosecutorial system by the President of Ukraine, Volodymyr Zelensky, was introduced in the Verkhovna Rada on 29.08.2019, and identified as an urgent draft law of Ukraine “On Amendments to Certain Legislative Acts of Ukraine on Priority Measures for the Reform of the Prosecutor's Authorities”. [2] The law is aimed at introducing priority and, in many respects, temporary measures, first and foremost, related to the personnel reloading of the prosecutors' bodies by attestation of the current prosecutors, as well as to enable all virtuous candidates who have the proper theoretical knowledge and practical skills to compete for prosecutor in any body of the prosecutor's office. The main purpose of the law is to create the preconditions for the construction of a new system of prosecutors, whose activity is based on the principles of efficiency, professionalism, independence and responsibility.

The draft law proposed to amend the Law of Ukraine “On the Prosecutor’s Office”, as well as a number of other Laws related mainly to the need to change the names of the prosecuting authorities.

The main provisions of the draft law are the following:

- instead of the current structure of the prosecuting authorities, the construction after the attestation of the prosecutors of the new structure in the form of: Prosecutor General’s Office, Regional Prosecutor’s Offices, District Prosecutor’s Offices. Granting the Prosecutor General the right to liquidate and reorganize the district and regional prosecutors’ offices.

- liquidation of the military prosecutor’s offices, but at the same time establishing the right of the Prosecutor General, if necessary, to create specialized prosecutor’s offices on the rights of the structural subdivision of the Office of the Prosecutor General, regional prosecutor’s offices, district prosecutor’s offices;

- reduction of the maximum number of the employees of the prosecutor’s office from 15000 to 10000 persons;

- giving the Prosecutor General the authority to approve: a strategy for the development of the prosecutor’s office; a system for assessing the quality of the work of the prosecutors; the procedure for measuring and regulating the burden on the prosecutors; the procedure for reviewing allegations of maladministration by a prosecutor holding an administrative position, the job responsibilities assigned to the respective administrative position;

- providing opportunities for all the candidates with a law degree and se-

niority in law to participate in selection for the positions in all the prosecuting authorities;

- transformation of the National Academy of the Prosecutors Office of Ukraine into the Training Center for Prosecutors of Ukraine;

- raising the prosecutor’s basic salary from 12 to 15 subsistence wages for able-bodied persons. Setting a limit of 25 % for the maximum amount of the prosecutor’s award based on the results of the calendar year, which is calculated solely according to the prosecutor’s evaluation of the work;

- establishing that prosecutors who, on the day the Law enters into force, hold positions of prosecutors in the Prosecutor General’s Office of Ukraine, regional prosecutor’s offices, district prosecutor’s offices, military prosecutor’s offices may be transferred to the prosecutor’s office in the Office of the Prosecutor General, regional prosecutor’s offices only by attestation. The attestation does not cover the prosecutors of the Specialized Anti-Corruption Prosecutor’s Office.

- the attestation of the prosecutors is conducted by the staffing committees that evaluate the professional competence of the prosecutors, their professional ethics and integrity;

- the attestation of the prosecutors includes the following stages: 1) passing the examination in the form of anonymous written testing in order to identify the level of knowledge and skills in the application of the law, the suitability to exercise the powers of the prosecutor; 2) conducting an interview in order to assess the prosecutor’s compliance with the requirements of the professional competence, professional

ethics and integrity. Prosecutors perform a written practical task to identify the level of the practical knowledge and skills. In case of unsuccessful passing of the attestation, the prosecutor is dismissed;

- the persons who did not hold the position of the prosecutor at the time of entry into force of the Law have the right, subject to the presence of higher legal education and seniority of work in the field of law, to participate in the open competition for the vacant positions of the prosecutor in the Office of the Prosecutor General, regional prosecutor's offices, district prosecutor's offices, which appeared after the release of the prosecutors of their own volition, failure to pass prosecutors' attestation, or for other reasons;

- temporarily, until September 1, 2021, the powers of the Qualification and Disciplinary Commission of the Prosecutors shall be terminated, and it shall be established that the Prosecutor General: approves the procedure for the selection by the recruitment commissions for the vacant position of the prosecutor; determines the order of replacement of the temporarily vacant posts of the prosecutors in the prosecutor's office; appoints persons to administrative positions in the Office of the Prosecutor General and to the post of the head of the Regional Prosecutor's Office (with the approval of the Commission for Selection of the Governing Body of the Prosecutor's Offices); determines the procedure for consideration of the disciplinary complaints by the stuffing commissions about the disciplinary misconduct by the prosecutor and the disciplinary proceedings; determines the procedure for making

a decision by the stuffing commissions based on the results of the disciplinary proceedings and in the presence of the grounds stipulated by the Law of Ukraine "On the Prosecutor's Office", on imposing on the prosecutor a disciplinary punishment or the decision on impossibility of further stay of the person in the position of the prosecutor.

Due to the fact that the draft law provides for a significant reduction of the maximum number of prosecutors and the abolition of additional allowances for the prosecutors (except for the years of service and administrative duties), the adoption of the draft law did not require additional expenditures from the State Budget of Ukraine.

In our opinion, the main scientific and expert department of VR has made a number of important comments. [4] The proposal of the draft law on renaming the Prosecutor General's Authority of Ukraine to the Office of the Prosecutor General is not legally grounded. First, the word "office" is a word of a foreign language and has no organic relationship with the official Ukrainian language. In the Ukrainian language and culture portal the term "office" is defined as "an institution; cabinet, chancellery; representation of a company, any firm, enterprise; chancellery service, office space"<sup>1</sup>. That is, the term has nothing to do with the sphere of justice and the system of the state bodies in Ukraine. However, if the term Prosecutor General's Office is used to refer to the highest authority in the Prosecutor's Office of Ukraine, it seems that all the other structural units and heads

<sup>1</sup> <https://www.slovnkyk.ua/index.php?swrd=%D0%BE%D1%84%D1%96%D1%81>



of this body have only the functions of ensuring the activity of the Prosecutor General.

The proposal of the draft law on reducing the maximum number of prosecutors from 15 to 10 thousand persons (part one of Article 14 of the Law of Ukraine “On the Prosecutor’s Office” in the draft version) was also of concern. According to the aggregated statistical and analytical data on the activities of the prosecution bodies in 2018<sup>2</sup>, in Ukraine during the year 2018, the investigators of the National Police investigated 2 056 844 criminal proceedings, which, by virtue of the Article 37 of the CCP, requires the appointment of a procedural supervisor for each of them.

At present, based on the number of registered proceedings, the burden on the prosecutor alone reaches:

- in the local prosecutor’s offices in Kyiv – up to 600 proceedings per year;
- in the Brovar Local Prosecutor’s Office – more than 450 proceedings per year;
- in the local prosecutor’s offices of Lviv – more than 350 proceedings per year.

The remainder of criminal proceedings as of January 1, 2019 more than one million is also evidenced by the significant burden on the police investigators and procedural leaders, of which more than 5,5 thousand have been reported to suspects.

Reducing the number of prosecutors to 10000 will inevitably increase and unduly burden them. This situation, in our view, will significantly hamper the

implementation of the criminal proceedings, in particular, the provision of a speedy, complete and impartial investigation of the criminal proceedings.

It should be noted that the new wording of this article excludes the influence of the prosecuting authorities on determining the number. Such a restriction on the powers of the Council of Prosecutors of Ukraine, the body of prosecutorial self-government, may adversely affect the work of the whole system of the prosecutorial bodies in the future. The process of determining the maximum number of the prosecutors should be justified and take into account the burden placed on each prosecutor. Therefore, before making such changes to the law it was necessary to first conduct a comprehensive scientific and practical study of the burden on an individual prosecutor, depending on the level of the prosecutorial system in which he/she works, and to establish a national standard for such workload, and only then could the maximum be determined the boundaries of the prosecutorial staff that are necessary for the proper functioning of the system of the prosecuting authorities.

Nevertheless, the Law Enforcement Committee considered at its meeting on September 9, 2019 about 70 comments on the text of the draft law and decided to recommend the Verkhovna Rada of Ukraine to adopt it as a basis and in general with further technical and legal revision. On September 10 the people’s deputies supported in the first reading and as a basis the draft law on the reform of the prosecution bodies. 287 people’s deputies voted for it. On September 19 the Verkhovna Rada voted in the second reading in the

<sup>2</sup> [https://www.gp.gov.ua/ua/vlada.html?\\_m=publications&\\_t=rec&id=248318](https://www.gp.gov.ua/ua/vlada.html?_m=publications&_t=rec&id=248318)

“turbo mode” for the draft law on the reform of the prosecutor’s office. 259 deputies voted in favour of this decision, 23 people’s deputies from “European Solidarity” opposed.

On October 2, 2019, the Prosecutor General Ruslan Ryaboshapka approved the Regulations on the Procedure for the Attestation by the Prosecutors of the Attestation for the Implementation of the Law “On Amendments to Certain Legislative Acts of Ukraine on Priority Measures for the Reform of Prosecutor’s Authorities”. The document establishes the procedure for the attestation for the prosecutors and prosecuting authorities of all the levels. According to the document, prosecutors of the General, regional and district prosecutor’s offices, as well as the units of the military prosecutor’s office may, up to October 15 this year, apply to be certified and transferred to the Office of the Prosecutor General, regional or district prosecutor’s office.

The attestation will be conducted by relevant staffing committees in three stages. The first two will assess the law’s knowledge and ability, as well as general aptitude and skills through automated anonymous testing. The last step is to check their professional competence and integrity at the interview, that will also include performing a situational task. Each stage will be held in the personal presence of the prosecutor.

To conduct the interview the staffing commission may receive from all the prosecutor’s offices, the Council of the Prosecutors of Ukraine, the Secretariat of the Qualification and Disciplinary Commission of the Prosecutors, the National Anti-Corruption Bureau of Ukraine, the State Bureau of Inves-

tigation, the National Agency for the Prevention of Corruption, other agencies any information necessary for the purposes of the attestation of the prosecutor, including:

1) the number of disciplinary proceedings against the prosecutor in the Qualification and Disciplinary Commission of the Prosecutors and their results;

2) the number of complaints received by the prosecutors to the Qualification and Disciplinary Commission of Prosecutors and the Council of the Prosecutors of Ukraine, with a brief description of the nature of the complaints;

3) the prosecutor’s adherence to the rules of the professional ethics and integrity:

a) the appropriateness of the costs and property of the prosecutor and his or her family, as well as those of close relatives, to the declared income, including copies of relevant declarations made by the prosecutor in accordance with anti-corruption legislation;

b) other data on the prosecutor’s compliance with the requirements of the anti-corruption legislation;

c) data on the compliance of the prosecutor’s behaviour with the requirements of the professional ethics;

d) materials of a secret check of the prosecutor’s integrity;

4) information on the prosecutor’s occupation of administrative positions in the prosecutor’s office with copies of the relevant decisions.

Natural and legal persons, state authorities and local self-government will

be able to submit to the relevant stuffing commission information that may indicate that the prosecutor does not meet the criteria of competence, professional ethics and integrity, which may be taken into account by the stuffing commission. The members of the commission may even take into account anonymous information received from individuals or entities. This power of the stuffing commission is of great concern, since such anonymous information about the prosecutor may not be objective and not even true, and its use may hinder the positive attestation of the prosecutor.

The interview must take the form of a committee meeting, during which the members of the commission have the right to ask questions of the prosecutor with whom they are interviewed regarding his professional competence, professional ethics and integrity. And the decision on the success or failure of passing the attestation by the prosecutor is made by voting. The results of the attestation will be published on the official website of the Prosecutor General's Authority of Ukraine (the Office of the Prosecutor General).

By October 15, 2019, the Prosecutor General's Office of the Prosecutor General's Authority of Ukraine had declared its intention to pass the attestation. 1083 prosecutors of the General Prosecutor of Ukraine by October 15, 2019 filed a statement of intent to pass the attestation. According to the Prosecutor General's Authority of Ukraine, on December 19, 2019, the third final stage of the Prosecutor General's attestation of the prosecutors has ended. At this stage, 769 prosecutors were admitted by the Prosecutor General's Au-

thority of Ukraine, which successfully passed the two previous stages of the attestation. According to the results of the writing of the practical task and the interview on the decision of the stuffing commissions, 610 prosecutors successfully passed the third stage of the attestation (i.e. 56 %), 154 – not successfully, 5 – did not appear. The attestation of the regional and district prosecutors will begin in 2020.

On December 11, 2019, the Cabinet of Ministers, by Decree № 1155, approved the salary schemes of the prosecutors of the Office of the Prosecutor General, regional, district prosecutor's offices, and their equivalent. [5] The salary of the Prosecutor General increased 2,5 times from 37 thousand UAH to 93 648 UAH. At the same time, the salary of the first deputy prosecutor general was set at 89 326 UAH, the deputy – 86 445 UAH. The salary of the head of the administration is set at 40 thousand UAH, the head of the department – 38,6 thousand UAH, the head of the unit – 36,8 thousand UAH. The salary of the prosecutor of the Office of the Prosecutor General's Office amounts to 28,8 thousand UAH.

The salary of the head of the district prosecutor's offices is 32 273 UAH, the deputy chief 29967 UAH, the head of the department 24204 UAH and the prosecutor 22764 UAH.

To give the right to the heads of prosecutor's offices within the established remuneration fund to establish:

- an allowance for the intensity of work or for performing particularly important work of up to 100 percent of the salary. In case of untimely completion of the tasks, deterioration of the quality of work and violation of the labour

discipline, this allowance is canceled or its size is reduced;

- monthly service allowance for seniority: more than one year in the amount of 10 percent, more than three years — 15 percent, more than five years — 18 percent, more than 10 years — 20 percent, more than 15 years — 25 percent, more than 20 years — 30 percent, more than 25 years — 40 percent, more than 30 years — 45 percent, more than 35 years — 50 percent of the salary;

- allowance for the discharge of the duties of a temporarily absent prosecutor in an administrative position, or of a vacant administrative position — of 50 percent of the salary of a temporarily absent prosecutor or of a vacant position in proportion to the additional workload.

To pay prosecutors to the prosecuting authorities:

- 1) a foreign language knowledge and use allowance: one European — 10 percent, one Eastern, Ugro — Finnish or African — 15 percent, two or more languages — 25 percent of the salary;

- 2) surcharge for the degree of Doctor of Philosophy (Candidate of Sciences) or Doctor of Science in the respective specialty — in the amounts of 5 and 10 percent of the salary respectively;

- 3) bonus for the honorary title of “Honoured” — 5 percent of the salary.

The Prosecutor General Ruslan Ryaboshapka determined the structure of the Office of the Prosecutor General by Order № 99-III of December 21, 2019. [6] The Office will be composed of the Prosecutor General, his first deputies, deputies, the Deputy Prosecutor General — the head of the Specialized Anti-Corruption Prosecutor’s Office,

the patronage service (on the rights of the Department).

The Prosecutor General’s Office includes the following departments:

- information-analytical and organizational support, control of performance and checks of the state of organization of the prosecutorial work,

- personnel work and public service;
- criminal policy and analytics;

- the organization and procedural guidance of the pre-trial investigations by the police and fiscal authorities and in criminal proceedings concerning organized crime;

- oversight of the special law enforcement agencies;

- Specialized prosecutor’s office in the field of supervision of the criminal proceedings on war crimes and in the sphere of the defense-industrial complex (under the rights of the Department);

- procedural guidance in particularly important criminal proceedings;

- procedural guidance in criminal proceedings on torture and other serious violations of the rights of the citizens by the law enforcement agencies;

- procedural guidance in criminal proceedings for the crimes committed in connection with the mass protests in 2013–2014;

- representation of state interests in the court;

- Specialized Anti-Corruption Prosecutor’s Office (under the rights of the Department);

- Inspectorate General (under the rights of the Department);

- supervision in criminal proceedings of the crimes committed in armed conflict;

- international legal cooperation and asset recovery;
- supervising the observance of the laws in the execution of court decisions in criminal proceedings, other enforcement measures in the places of detention, as well as probation;
- planned financial activities, accounting and reporting;
- organization and procedural guidance of the pre-trial investigations of the bodies of the State Bureau of Investigation;
- information technology;
- documentary support;
- logistics and resources.

The departments include administrations and units.

The Prosecutor General's Office was launched on January 2, 2020.

**Conclusions.** Summing up, it should be noted that the amendments provided for by the Law of Ukraine “On Amendments to Certain Legislative Acts of Ukraine on the Priority Measures for the Reform of the Prosecutor's Authorities” of September 19, 2019 are intended to reform the prosecutorial system as a whole, the process of attestation of all prosecutors is intended to clear the bodies of the prosecutor's office and restore the public confidence in them.

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## THE CONCEPT OF MANAGEMENT OF THE DEVELOPMENT OF VOCATIONAL EDUCATION

**Abstract.** The conceptual provisions on the management of the development of vocational education, which are defined by the regulations of Ukraine, are analyzed. It is established that professional training “for a specific job” often does not contribute to the success of students, can lead to the emergence of specialists whose knowledge and skills are not required by the society. The weaknesses of the single-stage system have been identified. The reasons that determine the feasibility of the transition to a multilevel system are identified.

The most important moments in the multilevel system of education are noted: structural and substantial. It is established that new pedagogical technologies are the core of the content of the multilevel system of education. The need to find the optimal ratio between the educational components at different levels of education and to identify priority areas in the field of educational diversification is indicated.

It is proved that the degree system implements the continuity of programs related to a particular type of human activity or to a given field of production

and differing in level of qualification. The programs are focused, first of all, on providing vocational training; the educational function is subordinated to them vocationally and at some stages the educational component may not be present at all. At the end of each stage, the specialist receives a document certifying the level of his/her qualifications (e.g., turner, technician, engineer).

A single-level system of the vocational education is expedient and quite effective with a rigid long-term consolidation of the personnel in this field. The main purpose of such a system is to satisfy the state order for a specialist.

The principles of the vocational education development, in particular humanization and fundamentalization, are determined. The system-forming functions performed by vocational education in the society are considered: economic, social and cultural.

**Keywords:** conceptual provisions, principles, development of the vocational education, education system, management, functions.

### КОНЦЕПЦІЯ УПРАВЛІННЯ РОЗВИТКОМ ПРОФЕСІЙНОЇ ОСВІТИ

**Анотація.** Проаналізовано концептуальні положення щодо управління розвитком професійної освіти, що визначені нормативно-правовими актами України. Встановлено, що професійна підготовка “під конкретне робоче місце” доволі часто, не сприяючи життєвому успіху учнів, може привести до появи фахівців, чий знання і вміння не затребує суспільство. Визначено слабкі сторони моноступеневої системи. Встановлено причини, які зумовлюють доцільність переходу до багаторівневої системи.

Відзначено найважливіші моменти в багаторівневій системі освіти: структурний і змістовний. Встановлено, що нові педагогічні технології є стрижнем змістовної сторони багаторівневої системи навчання. Вказано на необхідності знаходження оптимального співвідношення між освітніми складовими на різних рівнях навчання та виділення пріоритетних напрямів у галузі диверсифікації освіти.

Доведено, що ступенева система реалізує наступність програм, що відносяться до певного виду діяльності людини або до даної галузі виробництва і відрізняються рівнем кваліфікації. Програми орієнтовані, найперше, на забезпечення професійної підготовки; освітня функція підпорядкована в них професійній підготовці та на деяких етапах освітній компонент може зовсім не бути присутнім. Після завершення кожного етапу фахівець отримує відповідний документ, що засвідчує рівень його кваліфікації (наприклад, токар, технік, інженер).

Моноступенева система професійної освіти доцільна та цілком ефективна при жорсткому довгостроковому закріпленні кадрів у цій галузі. Головною метою такої системи є задоволення державного замовлення на спеціаліста.

Визначено принципи розвитку професійної освіти, зокрема гуманізацію і фундаменталізацію. Розглянуто системоутворювальні функції, які виконує професійна освіта в суспільстві: економічну, соціальну і культурну.



**Ключові слова:** концептуальні положення, принципи, розвиток професійної освіти, система освіти, управління, функції.

## КОНЦЕПЦИЯ УПРАВЛЕНИЯ РАЗВИТИЕМ ПРОФЕССИОНАЛЬНОГО ОБРАЗОВАНИЯ

**Аннотация.** Проанализированы концептуальные положения по управлению развитием профессионального образования, которые определены нормативно-правовыми актами Украины. Установлено, что профессиональная подготовка “под конкретное рабочее место” зачастую, не способствующая жизненному успеху учеников, может привести к появлению специалистов, чьи знания и умение не потребует общество. Определены слабые стороны моноступенчатой системы. Установлены причины, которые обуславливают целесообразность перехода к многоуровневой системе.

Отмечено важные моменты в многоуровневой системе образования: структурный и содержательный. Установлено, что новые педагогические технологии есть стержнем содержательной стороны многоуровневой системы обучения. Указано на необходимость нахождения оптимального соотношения между образовательными составляющими на различных уровнях обучения и выделением приоритетных направлений в области диверсификации образования.

Доказано, что ступенчатая система реализует преемственность программ, относящихся к определенному виду деятельности человека или данной отрасли производства и отличается уровнем квалификации. Программы ориентированы, в первую очередь, на обеспечение профессиональной подготовки; образовательная функция подчинена в них профессиональному и на некоторых этапах образовательному компоненту, который может совсем не присутствовать. После завершения каждого этапа специалист получает соответствующий документ, удостоверяющий уровень его квалификации (например, токарь, техник, инженер).

Моноступенчатая система профессионального образования целесообразна и вполне эффективна при жестком долгосрочном закреплении кадров в данной области. Главной целью такой системы есть удовлетворение государственного заказа на специалиста.

Определены принципы развития профессионального образования, в частности гуманизации и фундаментализации. Рассмотрены системообразующие функции, которые выполняет профессиональное образование в обществе: экономическую, социальную и культурную.

**Ключевые слова:** концептуальные положения, принципы, развитие профессионального образования, система образования, управления, функции.

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**Formulation of the problem.** but multifaceted process. In this case, Choosing a profession for a growing mass of people is becoming a discrete the profession can be understood broadly — as a field of activity, and nar-

rowly — as a specific “workplace”. If a significant part of the population has to retrain, then appropriate organizational and material preconditions must be created in the form of educational structures and vocational-training programs, and variations can be very different. It is possible, in particular, the initial focus on the general direction, which can act as a certain branch of science (mathematics, physics, chemistry), and only then, through a series of iterations, to the immediate workplace, i.e. to the profession as a kind of work. It is obvious that the tendency to single-action or multi-action choice of profession determines the values of individual psychological characteristics of the individual. Therefore, for people of the one group, it is advisable to maintain a single-level structure of education, to give the opportunity from the first year to undergo training aimed at a particular profession. For other groups a multilevel education system is more acceptable.

Thus, in Ukraine there is a need to form theoretical foundations for the concept of managing the development of vocational education.

**Analysis of the recent research and publications.** The historical foundations of the development of vocational education are considered by V. Kremen and S. Batshev. The theoretical principles, methodological approaches, concepts of managing the development of vocational education are revealed in the works of V. Bykov, Yu. Zinkovsky, Ya. Kaminetsky, N. Nychkalo, V. Radkevych, S. Sysoeva, O. Shcherbak and others. The principles of theory, methods of education, social pedagogy are considered in the works of foreign sci-

entists: G. Bednarchyk, I. Bilsh, S. Kvyatkovsky, T. Levovytsky, F. Shlosek and others.

At the same time, approaches to the development of the concept of managing the development of vocational education in the modern socio-economic, organizational and political conditions need further development.

**The purpose of the article** is to substantiate the theoretical foundations and methodological approaches to the formation of the concept of managing the development of vocational education.

**Main results of the research.** The conceptual provisions for managing the development of vocational education are reflected in the regulations of Ukraine.

Today we can distinguish the following forms of training in the field of vocational (vocational-technical) education: pre-vocational training; primary vocational training; retraining of workers; advanced training of workers; inclusive vocational training.

Pre-vocational training is defined in the Law of Ukraine “On Vocational (Vocational-Technical) Education” (1998) — “it is the acquisition of initial professional knowledge, skills of the persons who previously did not have a working profession” [1]. The same Law of Ukraine stipulates that “primary vocational training is the acquisition of vocational (vocational-technical) education by the persons who previously did not have a working profession, or a specialty of another educational and qualification level that provides the appropriate level of professional qualification required for productive vocational activity”, “retraining of workers is a pro-

fessional (vocational-technical) training aimed at mastering another profession by the workers who have received primary training”, “advanced training of workers is a professional (vocational-technical) training of workers, which provides an opportunity to expand and deepen previously acquired professional knowledge, skills and abilities at the level of production requirements or services”, “inclusive vocational (vocational-technical) training is a system of educational services for the acquisition of a profession or professional skills of persons with special educational needs guaranteed by the state” [1].

Article 13 of the Law of Ukraine “On Vocational (Vocational-Technical) Education” determines the degree of vocational (vocational-technical) education: “the degree of the professional (vocational-technical) education of citizens is determined in the institutions of vocational (vocational-technical) education by the appropriate levels of qualification and complexity of professions and educational and qualification level” [1]. Each level of education in an institution of professional (vocational-technical) education is confirmed by assigning to graduates (students) educational and qualification levels “qualified worker”, “junior specialist”.

With regard to higher vocational training, basic higher education is provided by colleges - higher educational institutions of the 2nd level of accreditation, which prepare junior bachelors. According to the Law of Ukraine “On Higher Education” (2014), “a junior bachelor is an educational or educational-vocational degree obtained at the initial level (short cycle) of higher education and awarded by a higher

education institution as a result of successful completion of an educational program” [2].

That is, the legislation of Ukraine determines the degrees and levels of the professional (vocational-technical) education.

Prior to the adoption of changes to the legal framework in the field of education until 2014, the system was focused on mass training of specialists ready for reproductive reproduction of information. It was unified in terms of study, educational documents and educational institutions, which were bound by strict curricula.

Vocational training “for a specific job” often does not contribute to the success of students, can lead to the emergence of specialists whose knowledge and skills are not required by the society. The pace of change in the society, landmarks, value systems are so high that the educational institutions do not have time to adapt. The weaknesses of the single-stage system, which are manifested in the new conditions, are expressed in the fact that it is:

- conservative and therefore responds with considerable delay to the demands of the society, which leads, on the one hand, to the danger of a “qualification gap”, when specialists may not be enough for the society. On the other hand, in the conditions of rapid aging of information and rapid change of technologies, there is a risk of graduating specialists who join the ranks of the unemployed, i.e. the system becomes economically inefficient;

- insufficiently democratic and largely characterized by authoritarian teaching, strict regulation of the educational process, leading to confor-

mism, social maintenance of the students;

- has a weak focus on self-education, does not contribute to the education of a mobile member of the society, who can change the profile of activity many times during his/her life;

- cannot provide sufficient diversity of training;

- focused mainly on the average student and it has no mechanisms that can identify and purposefully train the “elite” of highly gifted students. At the same time, it is quite inconvenient for people with a slower pace of development, which is a serious pedagogical problem.

In the single-level system, as in the multilevel, albeit to a lesser extent, the educational component remains subordinate to the vocational; vocational training permeates the entire educational process.

The problem of the optimal ratio between the educational and vocational components in education is very important. To solve it, it is necessary to dilute these components, define their goals and content. This allows to make a multilevel model of education, which is laid down in the Draft Law of Ukraine “On Vocational (Vocational-Technical) Education” (2020) [3].

There are other reasons for the transition to a multilevel system. One of the tasks of the vocational education is the development of science and the formation of specialists who are capable of scientific research. Even a student, who is preparing for practical work on the programs of a specialist, must go through the experience of research work and only in this case he/she can become a creative person [4, 5].

The multilevel system with its possibility of differentiated learning, strengthening of the individual approach to training, the accurately defined stage of elite preparation provides advancement not only in a question of development of independent work of the students, but also in the real development in them of the research skills necessary for the society, in the education of a person who independently controls his/her activities.

Note that the emergence of a multilevel system in Ukraine, in contrast to the multi-degree one, is more caused by the needs of the society and the individual, rather than the demands of the state. This system is the result of the development of the society and the reflection of human needs in the field of the vocational education. In this context, it is more natural to talk about its formation, the transformation of a single-level system into a multilevel. It is especially important to identify the constructive mechanisms, techniques that allow to carry out this transformation without destroying the existing education system.

The socio-economic and historical traditions that affect our vocational school determine a certain period of coexistence of two systems: traditional single-level (junior specialist) and multilevel (junior bachelor). Due to the weakening of the strict control by the administrative bodies of education, even in those educational institutions that explicitly refrain from the transition to a multilevel system, the search for new forms of education that are better adapted to the existing situation is done [6]. In the long run, this creates a tendency for a more or less

conscious transition to a multilevel system.

Thus, the emergence of a multilevel system in Ukraine is not unexpected, but it does not mean that the transition to a new education system will happen automatically, by purely mechanical copying of foreign experience without own research and development, especially since such a holistic foreign experience simply does not exist. Perhaps, of course, the extreme point of view is complete disregard for the experience of other countries, unwillingness to see both the advantages and disadvantages of a multilevel system.

A feature of the multilevel system is the degree of unification of the education. Here there is a problem of finding the optimal form and content not only for this area of training, but also for this educational institution.

The rapid change in the situation in the world creates the need for continuing education, which means not so much a single system of different types of educational institutions, as education as a way of human realization through self-education, which lasts throughout his/her conscious life. To adapt to life in such a world, a person must be ready not only to constantly replenish knowledge and improve skills, but also often to retrain [7].

The main postulate, from which the concept of multilevel education follows, is the following. A necessary condition for the normal existence and prosperity of the society is the maximum use of all individual characteristics of the individual, providing all members with equal opportunities for development. The multilevel system of education aims to implement this principle and

the goal is achieved through the following means: building a sufficiently flexible and diversified structure of education; separation of the level of education and vocational education; use of new learning technologies; use of the concept of continuing education.

In essence, it is a system aimed at the student, who becomes its center, its active participant, in contrast to the traditional education system which largely considers the student involved in the educational process a passive receiver of knowledge. We formulate the requirements that must be met by a multilevel system.

The system must be mobile and sufficiently take into account the individual characteristics of each individual [8]. It is the requirement to take into account individual characteristics — one of the reasons for building a multilevel education system, which is a way to remove the contradiction between the needs of the individual and the limited resources available to the society to meet the need for knowledge.

The education system must be open (without dead ends). In a constantly changing mobile society, a person who risks spending the best years on education may find himself leaving school in a situation that has changed dramatically. Narrow specialization shifts all the costs of risk to the individual, because in the absence of a distribution plan and guaranteed jobs for graduates, the society does not take responsibility for their fate. At the same time, the society itself in this case also suffers irreparable losses due to the reduction in the value of “human” capital and the growth of social tensions. Some relief can be the preliminary conclusion of contracts for

specialists, partial payment or prepayment, but these are only half-measures that will not solve this problem. Incidentally, openness is also a necessary condition for long-term survival for the institution itself, which deals with a particular field of education.

The system of vocational education should make maximum use of the principle of fundamentality. The pace of change in the society and changes in technology is so high that it becomes very difficult to produce a specialist who is ready to work in the chosen field of activity after graduation. Therefore, it is necessary to either accurately predict the state of technology before graduation and trends in their further development, as well as a workplace for each specialist, or to train so that the graduate can quickly adjust and adapt to future activities in a short time. This is what forces us to adopt the principle of fundamental education. Only fundamental education provides such knowledge that does not lose relevance over time, helps to navigate in any new environment and is essentially universal.

Another problem is the extent to which the professional component should be present in the process of achieving the first level of education. It probably has to be different for different professions and different stages of education. In addition, the degree of mastery of a particular profession strongly depends on the education received. A very important point is when self-determination of the individual is simply impossible without reaching a certain educational level.

The education system should provide opportunities for interdisciplinary multi-profile learning. The vast major-

ity of education systems in the world provide the opportunity to obtain an additional specialty in the learning process, which is some additional insurance of the individual in case of change and is associated with achieving the necessary diversity of the educational trajectories.

The multilevel system of education involves a serious restructuring of the educational process, its content, forms and methods of teaching. It should be noted two important points in the multilevel education system: structural and substantial. It is the new pedagogical technologies that are the core of the substantial side of the multilevel system of education.

Since each stage of education must be relatively complete, there are certain requirements for the selection of material, its concentration, breadth and depth of the studied problems. At the same time, the same reasons force the use of the principle of concentration of presentation, in which the material studied at the previous stage becomes the subject of study at the next level, but from new positions. Due to the need to convey the most important and fundamental information (basic concepts, approaches and principles), preference should be given to conceptual and analytical teaching methods as opposed to traditional reading of the material.

The analysis of general properties and their comparison allow us to conclude that it is important to find the optimal ratio between the educational components at different levels of education and, very importantly, to identify priority areas in the field of educational diversification. These areas, in our



opinion, necessitate the solution of the following problems:

- the search for new mobile and economic structural forms of education that reflect the needs of the society and the capabilities of the current education system;

- the problem of interaction of separate parts of the educational system, which includes issues of interaction between the government agencies and performers implementing educational programs;

- the problem of quality control of the education and the degree of compliance of the education system with the goals and needs of the society;

- filling with the content of ready educational constructions, the mechanism of providing self-development of the education system, the optimal ratio between the educational components;

- the search for ways to integrate into the world educational system;

- the identification of specific mechanisms for the implementation of the educational needs.

The list of these problems does not claim to be exhaustive, but the formulated tasks are fundamental for the vocational education. Qualitative transformations of the economic relations in the society necessitate the formation of a new paradigm of continuing vocational education.

The problem of ensuring social protection of the population by improving its professionalism and qualification is relevant. The problem of early motivation in the field of work, life and professional self-determination of young people is becoming more acute. The role of social partnership is growing, and this is happening in an environ-

ment where the need to acquire entrepreneurial skills and survive in a society dominated by rivalry, competition of ideas and affairs is becoming more acute.

These circumstances require a qualitatively new content of the vocational education, the effective implementation of which is possible only through the use of pedagogical innovations.

One of the priority innovations in the field of continuing multilevel vocational education is its humanization. Before presenting the conceptual ideas of the humanization of continuing vocational education, we will make a number of fundamental explanations.

Speaking of the humanization of vocational education, it has recently been increasingly associated with a multilevel system of training of specialists. This allows us to repeatedly replicate the concepts of humanization and fundamentalization of the education. Firstly, the multilevel formations allow to form, operate fundamental terminology, which is focused on the future professional activity of the specialists. Secondly, each level corresponds to its foundation for future professional training for the future. Thirdly, the multilevel training structure contains open options, allows you to choose your learning trajectory, most fully reveal individual abilities and select at each stage of training those who are able to more effectively master the levels of fundamental training at the next stage.

The humanization of continuing vocational education ensures the formation of the actual human in man. To teach something, to make him/her socially useful, is a technical means for the main function of humanization. It

is important that a person finds his/her essence and be able to realize it. This is an extremely global function of the humanization of continuing vocational education.

The vocational education can consider its task accomplished if each of its pupils turns out to be a trained competitive professional – a specialist who is able to deepen and improve their training throughout the professional activity.

In the light of the above, it is necessary to take a new approach to the functions performed by the vocational education in the society. In general, they can be represented as three system-forming functions: economic, social and cultural.

The economic aspect of the vocational education is associated with the formation of socio-professional structure of the society, skilled workers who can work effectively in a particular field of practice in a particular economic environment, i.e. the exceptional importance of the economic function of the vocational education is to reproduce qualified labour for all sectors of the national economy.

The vocational education is the only field that meets the needs of the population in educational services and specializes in reproducing the main component of the productive forces of the society – qualified workers for all branches of tangible and intangible production, as well as for various non-productive activities.

Therefore, it is no coincidence that the level of education of the population is one of the main indicators of welfare of the population of the country. Thus, the system of vocational educa-

tion occupies an important and at the same time special place, having a direct impact on the entire economy of the country. But it is the educational institutions, in turn, strongly influenced by the economic relations. First of all, it affects the state of the financial mechanism of the system.

The social aspect of the vocational education system is based on its role in the reproduction and development of the social structure of the society and is related to the analysis of the relationship between the social status of specialists and their social mobility, the study of the quality of qualifications with the content and nature of the work.

The modern production requires more specialized knowledge from workers than it was before. If we consider production only as a material sphere, then this requirement is not so obvious. However, in modern conditions, the role of intangible production is growing steadily. Its spheres actively influence increase of efficiency of work used in the material sphere, create conditions for development of creative needs and abilities of people, increase of their qualification and formation of modern world outlook. In this regard, the level and nature of the information base and system of tools that must have a competitive specialist is changing. To this should be added the problem of social mobility of man. Transformations in production, introduction of modern production technologies cause necessity of mass transfers of workers and specialists from one sphere to another, or change of a specialty. Therefore, specialists in professional and psychological terms must be prepared for a

change of place of work and a change of residence, as well as a possible change of profession.

The social function of education, ultimately, is not an abstract “socialization of the individual”, but the projection of social qualities of the individual as professionally significant, without which the achievement of professional skills becomes impossible even theoretically, and future professional deformations of the personality of the “partial specialist” as if programmed at the initial level of mastery of the profession. The social function of education shapes the specialist as “a man among men”. Without this independent professional competence, the comfort of the “employee among employees” niche in the society cannot be reliably ensured.

The third function of vocational education is “cultural”. It provides for the use of such educational programs in which the mastery of the richness of culture, including the culture of technical and technological environment, is directly related to the development of creative abilities of young specialist as a subject of the professional creativity. The educational programs for the development of creative (original) abilities of a specialist, integrated in professional intelligence, open the possibility for the formation of a specialist as “capable among capable”.

The cultural aspect of the system of vocational education is based on its role in the preservation, generation and transmission of spiritual and cultural values, social and moral norms and skills, i.e. the reproduction of culture. The real mechanism of this reproduction is expressed in the acquisition by individuals of a special function that al-

lows them to form habits, influence the actions and activities of other people. Thus, in particular, a master of industrial training or a teacher of a vocational school due to the specifics of their activities acts as carriers of cultural norms of certain activities.

Thus, in a broad sense, the cultural aspect of vocational education involves the study of the nature, specificity and effectiveness of socialization of the individual in this educational chain and its connection with the processes of socialization in the general system of the educational complex.

**Conclusions.** The analysis of the main functions of vocational education allows not only to consider in general its place and role in the society, but also to identify the task of optimizing these functions as one of the main tasks of the social policy as a whole. The very concept of the relationship between the education and the society changes over time and is largely determined by the economic situation.

Based on the above, we can draw a clear conclusion about the need to provide not quantitative parameters of training, but high professionalism and competence.

High professionalism is, first of all, professional skill in the acquired profession, which provides graduates with competitiveness in the labour market. To implement this condition, the vocational training must be advanced, take into account the prospects for the development of enterprises and commercial structures. And the main thing in this process is not the amount of knowledge gained, but the ability to creatively find information, assimilate it and use it when making decisions.

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## **FOREIGN EXPERIENCE OF COMMUNICATIVE ACTIVITY IN PUBLIC MANAGEMENT OF HEALTHCARE AS AN IMPORTANT COMPONENT TO OVERCOME COVID-19 PANDEMIC**

**Abstract.** The article analyzes contemporary relevant foreign sources and outlines, the approaches to communication activities and communication policy in



public administration and public management aimed to overcome the COVID-19 pandemic. Revealed that the best results in the world were shown by Singapore, Japan, and Hong-Kong, which lead to the lowest level of the virus spreading in those countries. Also in that countries best results in regulations of related social processes. It was given analyzes of mechanisms and communicative instruments used by governments of these countries. It was highlighted the role of modern media and socialmedia in control of social isolation, intensification/decrease of panic among the citizens, spread/refutation of misinformation during a pandemic COVID-19. The analyses of best practices in the coordination of medical sites show the role of consultation via telemedicine and the Telehealth net. Analyzed four different strategies according to countries in which it used: USA, China, South Korea, and Europe. Defined directions of Telehealth net activities and usage of method of telemedicine which are: Triage of patients and decisions about hospitalization in certain medical institution. Consultations and distance treatment for the patients with COVID-19 who are on self-isolation. Coordination between clinics and consultation of healthcare specialists. Distance-learning for healthcare workers about anti-epidemic measures and peculiarities of work with a patient with COVID-19. Providing routine consultations for chronic and palliative patients. Telehealth approaches significantly reduce congestion in health care facilities, reduces the risk of infecting other residents and medical staff, and leads to economic benefits by reducing the use of personal protective equipment.

**Keywords:** public administration, public management, health, pandemic, communication, communication technologies, health communications, health communications, telemedicine, coronavirus, Telehealth, COVID-19.

### **ЗАРУБІЖНИЙ ДОСВІД КОМУНІКАТИВНОЇ ДІЯЛЬНОСТІ В ПУБЛІЧНОМУ АДМІНІСТРУВАННІ ОХОРОНОЮ ЗДОРОВ'Я ЯК ВАЖЛИВА СКЛАДОВА ПОДОЛАННЯ ПАНДЕМІЇ COVID-19**

**Анотація.** Наведено аналіз сучасних актуальних зарубіжних джерел та на основі отриманих даних виділено підходи щодо комунікативної діяльності в публічному управлінні та адмініструванні спрямованої на подолання пандемії COVID-19. Виявлено, що найкращі результати показали Сінгапур, Японія та Гонг-Конг, що призвело до незначного розповсюдження вірусу та своєчасного контролю соціальних процесів, пов'язаних з ним на території цих країн. Проаналізовано механізми та комунікативні інструменти, що були задіяні урядами цих країн. Розглянуто роль сучасних медіа в керуванні соціальною ізоляцією, розповсюдження або зменшення паніки та спростування, або розповсюдження невірогідної інформації щодо пандемії COVID-19. При аналізі найкращих практик стосовно координації роботи закладів охорони здоров'я та надання медичної допомоги населенню, виявлена роль методу телемедичної консультації і роботи телемедичної мережі. Виокремлено та проаналізовано чотири стратегії відповідно до країн, які розробили вектор впровадження методів телемедицини: США, Китай, Південна Корея та Європа. Визначено напрями роботи телемедичних ме-

реж. У процесі дослідження виявлено основні напрями використання методу телемедицини: сортування пацієнтів та прийняття рішення щодо їх госпіталізації; надання допомоги та консультацій пацієнтам з COVID-19 на самоізоляції; координація між лікарнями та забезпечення консультацій спеціалістів вузького профілю; навчання медичного персоналу щодо протиепідемічних заходів та роботи з пацієнтом з COVID-19; забезпечення рутинних консультацій для хронічних і паліативних пацієнтів; використання дистанційних комунікативних технологій консультацій та навчання значною мірою зменшує перевантаження на заклади охорони здоров'я, зменшує ризик зараження інших мешканців та медичного персоналу і призводить до економічних бенефітів завдяки зменшенню використання засобів індивідуального захисту.

**Ключові слова:** публічне управління, публічне адміністрування, охорона здоров'я, пандемія, комунікативна діяльність, комунікативні технології, комунікації в охороні здоров'я, комунікації в охороні здоров'я, телемедицина, коронавірус, Telehealth, COVID-19.

## **ЗАРУБЕЖНЫЙ ОПЫТ КОММУНИКАТИВНОЙ ДЕЯТЕЛЬНОСТИ В ПУБЛИЧНОМ АДМИНИСТРИРОВАНИИ ЗДРАВООХРАНЕНИЕМ КАК ВАЖНЫЙ ЭЛЕМЕНТ ПРЕОДОЛЕНИЯ ПАНДЕМИИ COVID-19**

**Аннотация.** Проведен анализ современных актуальных источников и на основании полученных данных выделены подходы к коммуникативной деятельности в публичном управлении и администрировании, направленном на преодоление пандемии COVID-19. Выявлено, что наилучшие результаты показали Сингапур, Япония и Гонг-Конг, в следствии чего распространение вируса на территории этих стран было минимальным, а контроль за социальными процессами, связанными с ним, был своевременным. Проанализированы механизмы и коммуникативные инструменты, которые были задействованы правительствами этих стран. Рассмотрена роль современных медиа в управлении социальной изоляцией, распространения либо уменьшения паники, распространения либо опровержения недостоверной информации, касающейся пандемии COVID-19. При анализе лучших практик координации работы учреждений здравоохранения и предоставления медицинской помощи населению, выявлена роль метода телемедицинской консультации и работы телемедицинской сети. Выделено четыре стратегии в соответствии со страной, в которой они применялись: США, Китай, Южная Корея и Европа. Определены направления работы телемедицинских сетей. В исследовании обозначены основные направления использования метода телемедицины: сортировка пациентов и принятие решения об их госпитализации; оказание помощи и консультация пациентов с COVID-19 на самоизоляции; координация между больницами и обеспечение консультаций специалистов узкого профиля; обучение медицинского персонала противоэпидемическим мероприятиям и работе с пациентом; обеспечение рутинных консультаций

для хронических и паллиативных пациентов. Использование дистанционных коммуникативных технологий, консультаций и обучение в значительной мере уменьшает перегруженность учреждений здравоохранения, уменьшает риск заражения других граждан и медицинского персонала и приносит определенные экономическую выгоду за счет уменьшения использования средств индивидуальной защиты.

**Ключевые слова:** публичное управление, публичное администрирование, здравоохранение, пандемия, коммуникативная деятельность, коммуникативные технологии, коммуникации в здравоохранении, телемедицина, коронавирус, Telehealth, COVID-19.

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**Formulation of the problem.** Today, humanity is facing a new pandemic. We can already say that the number of patients who exceeded the psychological mark exceeded one million patients, and the number of deaths is much more than ten thousand.

In the context of a pandemic, it becomes vital to achieving the following goals: maximum prevention of the spread of the disease among the population, by isolating and social distancing people who may be infected and healthy, instant response to the outbreak, and achieving stable operation of key public services. Therefore, there is a need to change approaches to diagnosis, treatment, development of vaccines and medicines, as well as to change communication activities aimed at both maximum isolations of infected people and coordination of the work of health institutions, which are implemented by public administration and administration bodies. The World Health Organization (WHO) identifies that a multisectoral approach and community involvement is needed to end the pandemic.

In Ukraine today, there are significantly fewer cases of this infection than in Europe or the United States

of America, but the country has introduced unprecedented quarantine measures. An urgent area of research is a very rapid study of world experience in communication and remote communication tools for patient counselling, the interaction of health professionals and coordination of administrative bodies and health care institutions and the introduction of these tools in communication activities in public management and health administration our country.

**Analysis of recent research and publications.** Fortunately, pandemics are not very common. The last flu pandemic, according to the WHO, was in 1968, and the world has changed significantly since then [1]. In the scientific literature until 2020, there is a small amount of research on communication activities during a pandemic.

At the same time, in the domestic literature, there is no analysis of the existing problems of communicative activity and communications in the modern conditions of the pandemic, considering the specifics of public management and administration.

**The purpose of the article.** Analysis foreign experience of public management and administration on the strate-

gy of communication activities and the introduction of communication tools in health care in a pandemic and total quarantine.

**Presentation of main material.** The World Health Organization reports that the new coronavirus pneumonia caused by SARS-CoV-2 was qualified on January 30, 2020, as a global challenge to the public health system and requires unprecedented measures to eliminate it and stop its spread around the world [2].

The WHO calls for an assessment of the situation and the use of the most appropriate mechanisms to detect, protect and treat the virus, to take all possible measures to minimize the transmission of the virus, and to use innovative approaches to protect vulnerable groups of patients and doctors.

It can be noted that different countries provide such important areas as public management and administration of communication activities, communication in public management and administration in health care, and purely communication in the field of health care.

Many researchers note the importance of developing a communication strategy to ensure the best response to challenges and as soon as possible to overcome the COVID-19 pandemic [3, 4].

Legido-Quigley and co-authors studied the response of health systems to the COVID-19 pandemic in Singapore, Japan, and Hong Kong. In all three locations, the spread of the virus was low, and the systems were able to cope and adapt to the new pandemic.

In Hong Kong and Singapore, mechanisms were used, including com-

munication, that was involved in the Severe Acute Respiratory Syndrome (SARS) epidemics in 2002/03 in Hong Kong and Singapore, H5N1 in Hong Kong, and H1N1 type of influenza in 2009. In these countries, coordination between ministries, agencies and institutions was established during the first week of the pandemic. While Japan began work on communications and coordination of the pandemic only in February 2020, which led to some poorly controlled outbreaks.

Plans have been developed in all three countries to support the routine operation of health services. However, it was noted that all three countries faced problems in integrating and coordinating services. In Singapore, remote meetings were held almost daily between managers of Regional Health Systems, directors of Health Care Institutions (HCIs) and representatives of the Ministry of Health. In Japan and Hong Kong, communication between representatives of governments and HCIs representatives was imperfect and needed to be improved.

A significant problem identified by researchers is public communication about risks because the question of who citizens trust is very important: official sources or rumours and misinformation.

The best results of the study were found in Singapore, where the Ministry of Health reported daily on the pandemic situation through modern channels like Telegram and WhatsApp groups, which involved doctors, microbiologists, virologists who answered questions and denied inaccurate information circulating in the community [5].

According to Raina M. Merchant and Nicole Lurie, during today's pandemic, social media has played a very important role not only in informing and providing information from the authorities but also in becoming a powerful communication tool for maintaining social ties and providing first aid. According to them, managing social isolation will be particularly difficult for already disadvantaged groups, such as the elderly, people with low socio-economic status or housing problems, people with chronic illnesses or disabilities, and people without documents. Social media should be used to raise awareness of the needs of these groups and to develop new methods for the community to mobilize resources and support in the absence of physical contact [6].

Besides, Vernon J Lee and co-authors note that in the government's communication with citizens, much emphasis has been placed on social responsibility and training on how to act during a pandemic. Researchers also note the important contribution of not only traditional media (television and print) but also the significant role of targeted communication through social networks and groups in messengers. There is also an effective and timely response to false information from the website of the Ministry of Health and other government agencies [7].

Wilder-Smith's study examined standard public health measures to stop human-to-human transmission in China: isolation, quarantine, and social distancing. The study notes that it is particularly important to use social media intelligently during a quarantine that covers the entire society since social media provides an opportunity to

report the reasons for the quarantine, calm down, provide practical advice, and prevent false rumours and panic [8].

Mirco Nacoti and co-authors, after studying medical care in hospitals in Bergamo, Italy, note that the old model, both medical and communication, which was defined as a patient-centric model, showed its complete failure in the catastrophic COVID-19 outbreak on the south of Italy. Coordination between hospitals and regions failed, leading to hospital overcrowding and resulting in increased mortality not only in the COVID-19 patient groups but also in other non-infected critical patients (strokes, heart attacks, acute surgical pathology, etc.). The researchers conclude that communication activities in a pandemic should include coordination and communication not only with hospitals but with the entire population. Thus, researchers determine that mobile medical teams on the one hand and remote medical communications with the help of information and communication technologies can reduce the load on the hospital, and provide an opportunity to improve both patient logistics and accessibility of HCIs for patients [9].

According to many researchers, it is advisable to use telemedicine networks to address most of the issues related to the coordination of the work of institutions and the provision of routine planned care. Analysing the approaches taken by governments in overcoming the COVID-19 pandemic, Kenneth Okerefor and co-authors identify four strategies according to the country or group of countries that have developed one or another vector of telemedicine

implementation: the US strategy, the Chinese, South Korean and European strategies [10].

The US strategy, according to research by Mike Miliard, is primarily aimed at legally defining and streamlining the current regulatory framework for the use of telemedicine in overcoming the COVID-19 pandemic [11].

Yankai Zhai and co-authors argue that the Chinese strategy aims to maximize the practical use of telemedicine to provide care to patients [12].

Kenneth Okerefor notes that South Korea used data collected and aggregated from social media to combat the COVID-19 pandemic, which was then processed by artificial intelligence to search for disease patterns and develop a coordination strategy for HCIs and physicians assisting patients in self-isolation [10; 13].

The European model is based on the recommendations proposed by the National Health Service of Great Britain (NHS). Trisha Greenhalgh and co-authors determined that the NHS strategy using the telemedicine method is primarily aimed at detecting new cases and reducing hospital visits to alleviate the burden on them. So, the NHS offers a web service where you can check for symptoms during a survey on the website: <https://111.nhs.uk/covid-19>. After passing the survey, the patient is given a validated answer as to whether he/she has signs of COVID-19 and further actions are suggested. For those who want to get general answers and recommendations regarding COVID-19, there is a corresponding telephone line [14].

When systematizing modern scientific views, we can identify the follow-

ing main areas of telemedicine, which have shown their effectiveness in response to the COVID-19 pandemic.

1. Sorting patients and deciding whether to hospitalize them in hospitals designated for patients with COVID-19 or in other hospitals.

2. Providing care and advice to patients with COVID-19 on self-isolation and treatment of the patient at home.

3. Coordination between hospitals and providing consultations to specialists.

4. Training of medical staff on anti-epidemic measures and work with patients with COVID-19.

5. Providing routine consultations of patients with non-emergency pathology of chronic and palliative patients.

One of the most difficult challenges facing medical systems has been the overload of the hospital network in countries with COVID-19 outbreaks, many studies suggest using the experience of medical sorting as triage of patients with telemedicine for mass injuries before they arrive in the Emergency Department (ED).

Thus, Judd E. Hollander and Brendan G. Carr studied the telemedicine triage system of patients with COVID-19 in various the US HCIs and noted the effectiveness and safety of this approach. In Houston, the USA, the ETHAN (Emergency Telehealth and Navigation) system has been launched, which aims to conduct telemedicine sorting by paramedics at home or in an ambulance, which significantly reduces the number of patients with COVID-19 to the ED. The ED doctor can use a smartphone or webcam to assess the patient's condition and decide on his hospitalization or treatment at



home. At the same time, the family doctor can continue to monitor the patient and make timely decisions about the patient's hospitalization. The authors propose to develop and use standardized algorithms for triage of a patient with COVID-19 through telemedicine consultation. Researchers also note that this tactic protects the doctor from an additional risk of infection [15].

Besides, according to Robert Turer and co-authors, the use of telemedicine will significantly reduce the economic burden on the health system, because each visit to these patients would need to use Personal Protective Equipment (PPE), such a need does not have in telemedicine consultations [16].

An important issue is the management of patients who remain at home or are in self-isolation after contact with a patient with COVID-19. Many clinics like Jefferson Health, Mount Sinai, Kaiser Permanente, Cleveland Clinic, and Providence are already implementing telemedicine systems that allow patient monitoring at home.

Kenneth Okerefor and co-authors determine that a list of telemedicine counselling scenarios should be offered for people who are in isolation: follow-up for the asymptomatic course, specialized medical counselling for patients with the uncomplicated and mild course, medical services for the treatment of patients who cannot reach specialized and highly specialized medical care and even geolocation monitoring of individuals who must be monitored for returning from countries with the COVID-19 outbreaks [10].

Hyunghoon Cho and co-authors also note the high importance of the ability to track the cell phone of a patient

with COVID-19 to identify contacts and risks of infection. The authors have analyzed various mobile applications and strategies, and note that there are many issues today, as the undoubted benefits of anti-epidemic measures and the detection of new cases of infection can be offset by serious violations of shelf life [17].

Teleconferencing is one of the important components of telemedicine, and in the case of a developed telemedicine network has the potential to coordinate the work of clinics in the territory.

According to Jennifer M. Schmidt, a clear action plan should be created with the identification of patient routes following the existing or existing symptoms. According to the groups of symptoms determined by telemedicine, patients can be referred to the HCIs identified according to the route of patients. It is especially important to determine clear indications for referral of patients in need of high-tech treatment: extracorporeal oxygenation (extracorporeal membrane oxygenation (ECMO)), stenting, and hemodialysis, etc. [18].

Calton and co-authors note that the outbreak of COVID-19 has changed the general perception of medical care for chronic and palliative patients, leading to the search for other mechanisms for continuing medical care for these patients, as any contact, with a health care provider in itself, becomes a threat for life. The authors note that even before the outbreak of COVID-19, telemedicine was already widely used for this group of patients, so the University of California, San Francisco recommends the widespread

use of telemedicine for palliative patients at home. Today, in the face of the COVID-19 threat, changes and additions are being made to both protocols and legislation.

Many scientists also note the great potential for distance learning of health professionals to implement the same standardized algorithms for the treatment of patients with COVID-19 and other nosologies [19, 20].

In the United States, clinicians and administrators are in favour of urgent changes to the national health insurance program (Medicare), state medical care program (Medicaid) and a private insurance program to enable physicians to conduct and receive telemedicine consultations directly for patients. In line with these needs, the American Academy of Pediatrics has developed guidelines and proposals for a policy of payment for telemedicine consultations under COVID-19 [21], which describe the necessary changes that need to be made to overcome barriers to the provision of medical advice through telemedicine. Many regulatory measures will be relaxed shortly to support change.

**Conclusions.** The analysis of modern foreign scientific sources allowed to identify certain problems in the coordination of health care facilities, and communication between the participants in the process, as well as ways to solve them in the context of the COVID-19 pandemic.

It should be noted that most foreign experts agree that the communications of the participants in the process were insufficient to counter COVID-19. And the lack of coordination of the HCIs network has led to congestion

and deaths not only among patients with COVID-19 but also among other groups of critical patients.

Analysis of the communication activities of the countries affected by the COVID-19 outbreaks revealed the best models for counteracting the pandemic.

Singapore showed the best results in communication between the state and society because immediately after the beginning of the pandemic, measures were taken aimed at communication between government agencies and HCIs, which significantly improved patient logistics and coordination of the COVID-19 network, as well as communication between the state and society, which involved all available mechanisms: classic media as television and print, as well as modern social networks and managers. Social media is used both to disseminate information about COVID-19, to provide advice on the patient's actions in the event of symptoms, to refute myths and rumours, and to overcome psychological problems that arise during social isolation.

A separate topic is the development and implementation of telemedicine, which has several significant advantages during the COVID-19 pandemic: reduces the burden on emergency departments and emergency care in general, improves patient logistics, increases health safety, reduces the economic burden by reducing the need to use personal protective measures, the possibility of training medical staff through the telemedicine network.

Successful experience in the use of telemedicine networks in the fight against the COVID-19 pandemic has been identified, as in many countries

these networks are already established and well-coordinated.

Different countries assign solutions to different problems as the basis of their strategy for using telemedicine networks. In the United States, the main issue in the development of the telemedicine network is the legal and regulatory legalization of the telemedicine method, prescribing algorithms that allow physicians to receive payment for telemedicine consultations under health insurance programs, and easing personal information requirements. The Chinese strategy of using telemedicine methods is aimed at expanding the technical capabilities of providing advice to patients. The South Korean model covers large streams of aggregated data from social networks and uses artificial intelligence algorithms to determine and predict pandemic patterns. The European model aims to detect new cases and reduce hospital visits.

Among the problems solved by telemedicine can be identified the following five large groups: sorting patients and deciding whether to hospitalize them in hospitals designated for patients with COVID-19 or in other hospitals; providing care and advice to patients with COVID-19 on self-isolation and treatment of the patient at home; coordination between hospitals and providing consultation with specialists; training of medical staff on anti-epidemic measures and work with a patient with COVID-19; providing routine consultations to patients with non-emergency pathology of chronic and palliative patients.

It should be noted that all components of communication activities

and individual communications correspond to the general policy of countries in the field of health and public health.

### **Prospects for further research.**

The results of the analysis and generalization of foreign studies of communication activities and communications in the field of health and public health during the COVID-19 pandemic showed that communication activities and communications in public management and public administration include a fairly wide range of issues that are sometimes outside the existing health model. Prospects for further research will concern more specific aspects of communication activities and communications during the pandemic, and the development of a model of communication activities that will meet and will be implemented in public health and public health in Ukraine.

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## **CONCEPTUAL FOUNDATIONS FOR MANAGEMENT OF THE INITIALIZATION OF INTELLECTUAL POTENTIAL OF THE REGION**

**Abstract.** The article attempts to define the theoretical contours of the concept of management of the initialization of the intellectual potential of the region in the context of sustainable development.

It is substantiated that in the conditions of development of the information society in Ukraine, rapid growth of mobility of the population the new system of management of initialization of intellectual potential as one of the main tools of regional development should be formed.

According to the author, effective management of the initialization of the intellectual potential of the region involves the analysis and consideration of all factors that affect the course of this process, including institutional, financial, social, infrastructural.

The process of initialization of the intellectual potential of the region depends on the priorities of the regional development, which serve as strategic guidelines

for the movement and institutional design of a particular society, which is formed as a result of social transformations.

The IPR can be initialized on one of three trajectories – extended, simple or narrowed – depending on the socio-economic conditions prevailing in the region. The extended initialization of the IPR as a factor of sustainable development on an intensive, knowledge-intensive trajectory is possible with purposeful actions of the state, including increasing funding for research, education and the necessary information and communication infrastructure.

According to the author, the management of the initialization of the intellectual potential of the region is a set of purposeful influences on the degree of its ability at a given level of its development in a specific space-time continuum to realize the opportunities contained in its existing intellectual resources, information, innovative technologies, intellectual property and the ability to set goals and achieve goals, which is constantly reproduced.

**Keywords:** intellectual potential, initialization of the intellectual potential, region, public administration, sustainable development, regional administration.

### **КОНЦЕПТУАЛЬНІ ЗАСАДИ УПРАВЛІННЯ ІНІЦІАЛІЗАЦІЄЮ ІНТЕЛЕКТУАЛЬНОГО ПОТЕНЦІАЛУ РЕГІОНУ**

**Анотація.** Наводиться спроба визначення теоретичних контурів концепції управління ініціалізацією інтелектуального потенціалу регіону в контексті сталого розвитку.

Обґрунтовано, що в умовах розвитку інформаційного суспільства в Україні, стрімкого зростання мобільності населення має бути сформована нова система управління ініціалізацією інтелектуального потенціалу як одного з головних інструментів регіонального розвитку.

Ефективне управління ініціалізацією інтелектуального потенціалу регіону передбачає аналіз та врахування усіх факторів, які впливають на перебіг цього процесу, зокрема, інституційних, фінансових, соціальних, інфраструктурних.

Процес ініціалізації інтелектуального потенціалу регіону залежить від пріоритетів регіонального розвитку, які слугують стратегічними орієнтирами руху та інституціонального дизайну конкретного суспільства, який формується в результаті суспільних трансформацій.

Ініціалізація ІПР може здійснюватися за однією з трьох траєкторій – розширеній, простій або звуженій – залежно від сформованих у регіоні соціально-економічних умов. Розширена ініціалізація ІПР як чинника сталого розвитку за інтенсивною, наукомісткою траєкторією можлива при цілеспрямованих діях держави, в тому числі при збільшенні фінансування сфер наукової діяльності, освіти і необхідної інформаційно-комунікаційної інфраструктури.

Управління ініціалізацією інтелектуального потенціалу регіону – це сукупність цілеспрямованих впливів на міру його здатності при даному рівні свого розвитку в конкретному просторово-часовому континуумі реалізову-

вати можливості, що містяться у наявних інтелектуальних ресурсах, з метою забезпечення пріоритетів регіонального розвитку на основі сукупності знань, інформації, інноваційних технологій, інтелектуальної власності та здатності до цілепокладання і ціледосягнення, яка постійно відтворюється.

**Ключові слова:** інтелектуальний потенціал, ініціалізація інтелектуального потенціалу, регіон, публічне управління, сталий розвиток, регіональне управління.

## **КОНЦЕПТУАЛЬНЫЕ ОСНОВЫ УПРАВЛЕНИЯ ИНИЦИАЛИЗАЦИЕЙ ИНТЕЛЛЕКТУАЛЬНОГО ПОТЕНЦИАЛА РЕГИОНА**

**Аннотация.** Приводится попытка определения теоретических контуров концепции управления инициализацией интеллектуального потенциала региона в контексте устойчивого развития.

Обосновано, что в условиях развития информационного общества в Украине, стремительного роста мобильности населения должна быть сформирована новая система управления инициализацией интеллектуального потенциала как одним из главных инструментов регионального развития.

Эффективное управление инициализацией интеллектуального потенциала региона предполагает анализ и учет всех факторов, влияющих на ход этого процесса, в частности институциональных, финансовых, социальных, инфраструктурных.

Процесс инициализации интеллектуального потенциала региона зависит от приоритетов регионального развития, которые служат стратегическими ориентирами движения и институционального дизайна конкретного общества, формирующегося в результате общественных трансформаций.

Инициализация ИПР может осуществляться по одной из трех траекторий – расширенной, простой или суженной – в зависимости от сложившихся в регионе социально-экономических условий. Расширенная инициализация ИПР как фактора устойчивого развития по интенсивной, наукоемкой траектории возможна при целенаправленных действиях государства, в том числе при увеличении финансирования сфер научной деятельности, образования и необходимой информационно-коммуникационной инфраструктуры.

Управление инициализацией интеллектуального потенциала региона – это совокупность целенаправленных воздействий на степень его способности при данном уровне своего развития в конкретном пространственно-временном континууме реализовывать возможности, содержащиеся в имеющихся интеллектуальных ресурсах, с целью обеспечения приоритетов регионального развития на основе совокупности знаний, информации, инновационных технологий, интеллектуальной собственности и способности к целеполаганию и целедостижению, которая постоянно воспроизводится.

**Ключевые слова:** интеллектуальный потенциал, инициализация интеллектуального потенциала, регион, публичное управление, устойчивое развитие, региональное управление.

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**Formulation of the problem.** The focus on incorporating the global goals of the millennium sustainable development, taking into account the specifics of Ukraine's national development until 2030, approved by the UN and defined in the draft Sustainable Development Strategy of Ukraine until 2030, implies the intention to develop an economy based on knowledge and innovation. This actualizes the search for appropriate tools for creating, reproducing, using knowledge and innovation, one of which is the initialization of the intellectual potential of the society, local communities, individuals. In the conditions of realization of the administrative-territorial reform and decentralization of the power, reforming of the state regional policy the problem of maintenance of transfer of knowledge and innovations becomes a priority of programs of the social and economic development of the regions. The recognition of the intellectual potential of the region is crucial not only as a driver of the economic growth, but also in the context of improving the quality of life of the region's population.

**Analysis of the recent research and publications.** The problems of development of the intellectual potential of the region entered the circle of scientific interests of such scientists: O. Veretenikov, I. Gliznutsa, V. Gunko, L. Dyba, O. Dykan, S. Maniv, O. Molina, T. Nosova, P. Pererva, V. Petrenko, I. Revak, V. Tkachenko, I. Chichkalo-

Kondratska, G. Chumachenko and others.

Despite the significant number of publications that focus mainly on the economic aspects of managing the intellectual potential of the region, but they do not consider the importance of intellectual potential to intensify the process of sustainable regional development, which led to the choice of the research topic.

**The purpose of the article** is to determine the theoretical contours of the concept of management of the initialization of the intellectual potential of the region in the context of sustainable development.

**Presentation of the main material.** Successful management of the initialization of intellectual potential is one of the most important factors in ensuring the sustainable development of the region and the country as a whole.

The abandonment of the old system of intellectual potential formation and management of its development in Ukraine (planned training of higher education institutions, organized recruitment, etc.) to the new (market of the educational services, housing liberalization, population mobility) necessitates the construction of a mechanism for managing the initialization of intellectual potential of the region and ensuring the intellectual capacity of the territorial communities, as well as creating conditions for its most effective use. The management of the initial-

ization of the intellectual potential is becoming one of the main priorities of Ukraine's regional development.

In the conditions of development of the information society in Ukraine, rapid growth of mobility of the population the new system of management of initialization of the intellectual potential as one of the main tools of the regional development should be formed.

Effective management of the initialization of the intellectual potential of the region involves the analysis and consideration of all factors that affect the course of this process, including institutional, financial, social, infrastructural.

Instead of traditional concepts that describe the dynamics of the intellectual potential — formation, reproduction, development — we introduce the term “initialization”.

Despite a fairly powerful scientific work on these terms [1–4], their direct definition is not given by anyone.

To do this, the subject of management must understand the conditions of their actions, the objective capabilities, their own needs and external connections of the objects that need to be changed or created. All this, together with rational possibilities, is the content of the intellectual factor of the social development.

In our opinion, “*the formation of the intellectual potential*” is the process of creating, aggregating and concentrating knowledge, innovative scientific technologies and intellectual products in a certain space-time object, resulting in quantitative changes in the intellectual potential; “*the development of the intellectual potential*” is the process of improving the qualitative and quan-

titative characteristics of the formed intellectual potential in a particular space-time object, resulting in qualitative changes in the intellectual potential; “*the reproduction of the intellectual potential*” is a permanent process of production of intellectual products, which is the unity of reproduction of the intellectual property, personnel of the intellectual sphere of social work and intellectual activity, which takes place in a certain space-time object, resulting in restoring the quantitative and qualitative parameters of the intellectual potential; “*the initialization of the intellectual potential*” is the process of activation of the intellectual potential, taking into account its latent capabilities by integrating the processes of its permanent formation, development and reproduction, which occurs in a certain space-time object.

The objective factors of realization of the intellectual potential are economic, ecological, socio-political, psychophysiological, ethical-aesthetic, legal, ideological, etc. factors.

The process of initialization of the intellectual potential of the region depends on the priorities of the regional development, which serve as strategic guidelines for the movement and institutional design of a particular society, which are formed as a result of the social transformations.

The institutional environment is a set of functioning institutions — economic (property, pricing, competition); political (state, public administration); social (features of interaction between the government and the society, the manager and the subordinate, attitude to work, features of management, informal relations, etc.) and spiritual (fea-

tures of the national character, morality, spirituality, patriotism, etc.) [5].

Institutional design is the result of the intellectual activity of people, societies and states, which forms the appropriate transactional relations, which ultimately affect the transaction costs of the human life. The high level of human, democratic relations in the society presupposes the existence of developed, justified and consistent with the laws of transactional relations and costs. It is important that they have an increasing intellectual nature, but ultimately materialize in the well-being and life expectancy of the citizens, the safety of their social life and the creation of the foundations of sustainable development.

The formation of an institutional environment that ensures economic development – a task whose solution contributes to the sustainable development of the region's economy. It determines the main direction of development of the system, as well as those reference points on the basis of which the formation and selection of the most effective economic and social institutions takes place [5].

Creating a single space of values is a basic characteristic of the institutional design. Value and normative reference points in different groups are radically different. Therefore, the formation of moral and ethical environment as a system of common values, which are the sources of the formation of the foundations of behaviour, becomes a priority area of the management of the initialization of the intellectual potential of the region.

The institutional design determines the internalization of established pat-

terns of social behaviour, which is based on socio-cultural norms and values. As a result, in order to support and develop the intellectual potential of the region there is a need to create (protect) socio-cultural institutions of state importance as centers of formation and translation of these values.

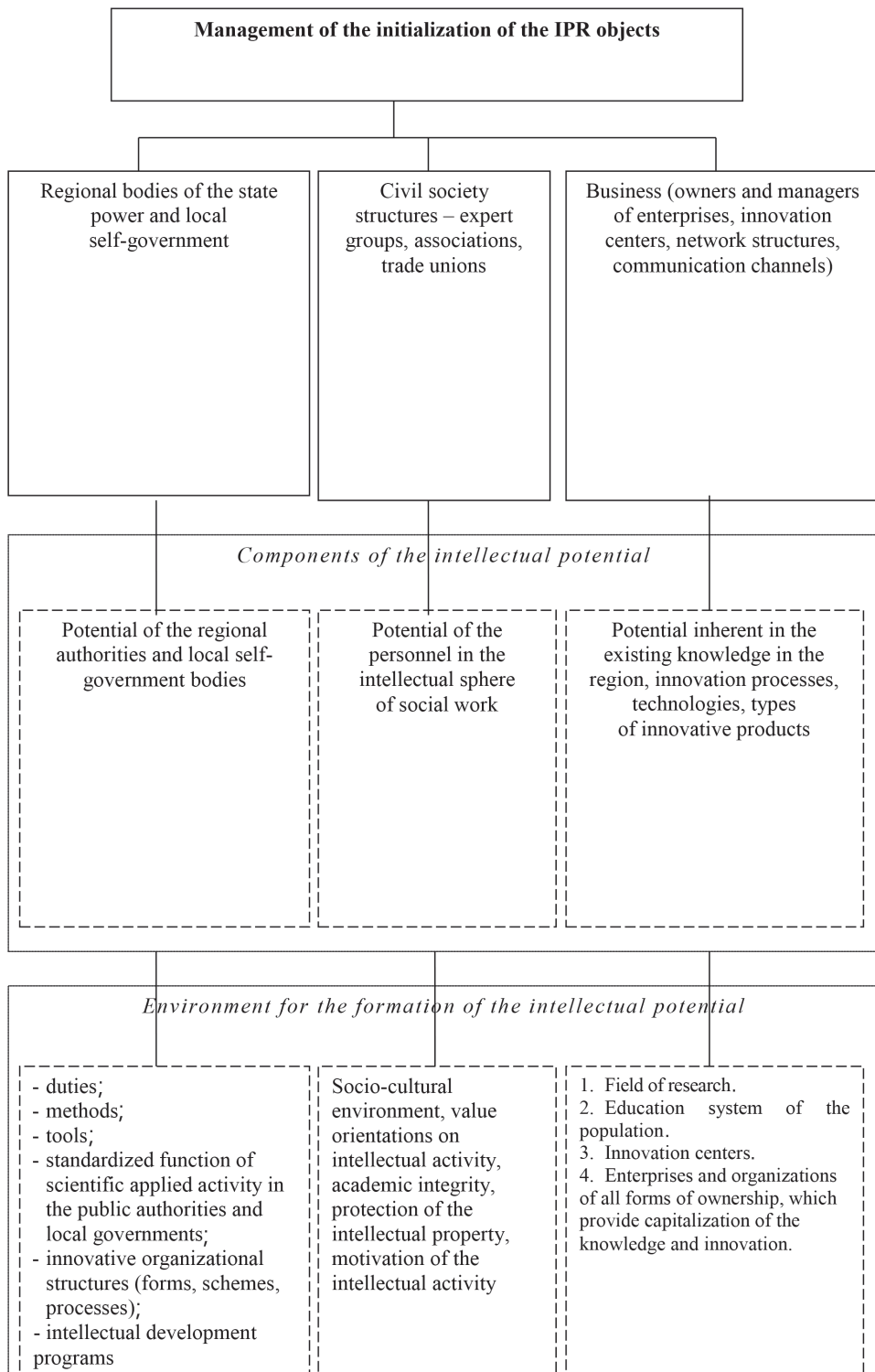
The mechanism of management of the initialization of the intellectual potential of the region is formed in a concrete space-time continuum and directly depends on a configuration of the institutional design.

For further presentation, the subject and object of the management of initialization of the intellectual potential should be defined. We consider the intellectual potential as a combination of three components: the potential of regional authorities and local governments, the potential of the intellectual sphere of the public work, the potential inherent in the existing knowledge in the region, innovation processes, technologies, types of innovative products. So, let us try to visualize the connections of the I.P. system with the environment formed in the region (see Figure).

Based on the identified essential characteristics of the intellectual potential of the region, we formulate the patterns of its development.

The development of the IPR depends on the availability of conditions for fruitful research and quality education, including the reduction of administrative barriers to higher education, reduction of transaction costs, which will contribute to the development of information and communication space in the region, comprehensive digitalization.





**Relationships between the subject and the object of the management of the I.P.**

The IPR can be initialized on one of three trajectories — extended, simple or narrowed — depending on the socio-economic conditions prevailing in the region. The extended initialization of the IPR as a factor of sustainable development on an intensive, knowledge-intensive trajectory is possible with purposeful actions of the state, including increasing funding for research, education and the necessary information and communication infrastructure [6].

The third regularity of initialization of the IPR is its constant materialization, which is embodied in knowledge-intensive products. The higher the development of the IPR, the higher the qualifications, experience, skills of the people who represent intangible intellectual values. The specification of rights to intellectual property, reducing transaction costs in their design will expand the possibilities of realizing the intellectual potential of the region [7; 8].

Expanding the initialization of the IPR provides for its fullest implementation, as well as increasing the level of its quality characteristics and contribution to the economic growth of the country and its regions.

Based on the importance of the functions of the intellectual potential of the region, the content of the management of the initialization of the intellectual potential of the region can include:

- determining the needs of the region in higher education institutions, research institutes, design bureaus, other institutions of scientific service, taking into account the development strategy of the region, the volume and structure of production of products and services;

- system of general and professional training of the personnel;

- personnel policy (relationship with the external and internal labour market, dismissal, redistribution and retraining of the personnel);

- evaluation of the activities and certification of the personnel, focus on its encouragement and promotion of the employees based on the results of work;

- interpersonal relationships between various actors in the society, including between employees and employers, government and administration, administration and NGOs.

Regions concentrating on their territory centers of management of flows of goods, finance, information and people, centers of development and circulation of innovations; become a source of innovation for other regions during the placement of orders for their companies, the transfer of certain production functions to outsourcing; development of high-tech and knowledge-intensive industries, provide the most effective in terms of capitalization of the region integration into the global market [9].

The modernization of the Ukrainian science and education is due to a number of factors, the main of which is the reform of the public administration system. The results of these transformations, of course, formed the institution of powers and responsibilities of the public authorities and local governments in the field of education. Regional bodies of the state power, local self-government and higher education institutions have a great role to play in forming a single legal framework on key issues of restructuring — the development and establishment of edu-

cational standards. A unified system of standards, licensing and accreditation of higher education institutions and educational and professional programs has been formed, which allows to influence the restructuring processes at the regional level.

At the regional level conditions are being created to increase the role of the public administration and local self-government in planning the activities of the higher education institutions, as the involvement of stakeholders and employers in the development and implementation of curricula is one of the conditions for its accreditation.

In the conditions of decentralization of the state power and implementation of the administrative-territorial reform, opportunities for concentration of the scientific and innovative activities at the regional level are expanding.

The leading enterprises of the region determine the needs of the region in graduates of the higher education institutions, as well as develop a system of professional standards that will meet the requirements for the professional level of the employees, taking into account the quality and productivity of the work performed.

In general, it should be noted that the separation of powers between the central and regional authorities, leading enterprises in the region and higher education institutions changes the management system for the initialization of the intellectual potential of the region.

Thus, the creation of a scientific and educational center of world or national importance in the region will ensure the reproduction of high scientific and

technical, intellectual and human resources of the region.

The strategic partnership of the government, civil society and business to develop the intellectual potential of the region will ensure a balanced professional qualification structure of labour supply and demand in the regional labour markets, taking into account the needs of industries in relevant categories of workers and adjusting the structure of the educational programs.

The ultimate goals of the management of the IPR are:

- increasing the IPR and adapting it to a market economy;
- increasing the competitiveness of the region in market conditions;
- improving the quality of the higher education;
- formation of new thinking in the post-industrial society.

The successful fulfillment of the set goals requires the solution of the following tasks:

- meeting the needs of the region in the workforce in the required volumes and the necessary qualifications;
- meeting the needs of the region in scientific knowledge, discoveries, developments, etc.;
- achieving a reasonable relationship between the organizational and technical structure of the scientific and technical, innovation potential and the structure of the educational potential;
- full and effective use of the educational potential of the region as a whole;
- optimization of the structure of the IPR, maintaining a balance between its various elements and their groups, establishing inter-element relationships;
- ensuring the continuity of the process of increasing the IPR, the integra-

tion of all its components into a single system, removing barriers between them;

- ensuring the maximum result at the optimal cost of the IPR;
- increasing the value of the IPR for organizations and the region as a whole.

The effectiveness of the management of the initialization of the intellectual potential of the region, the fullest realization of the goals, largely depend on the choice of options for building the management system of the initialization of the intellectual potential of the region, knowledge of its mechanism, selection of optimal technologies and methods of work.

Thus, the management of the initialization of the intellectual potential of the region is a set of purposeful influences on the degree of its ability at a given level of its development in a particular space-time continuum to realize the opportunities contained in its existing intellectual resources, information, innovative technologies, intellectual property and the ability to set goals and achieve goals, which is constantly reproduced.

In the process of management of the initialization of the IPR differences between regions should be taken into account and internal and external factors affecting this process should be taken into account [10].

The internal factors are determined by the individuality of the region. The internal environment includes entire management mechanisms for the initialization of the intellectual potential of the region, resources, size, horizontal and vertical division of labour.

These factors are controlled to varying degrees. Decisions made by ma-

nagement on internal factors determine how effective, efficient and productive the mechanism for managing the initialization of the intellectual potential of the region will be.

External variables are factors of the environment outside the region that significantly affect its development. External variables include other regions, social factors, government regulation and others. At the same time, simply identifying which factors have a stronger impact on the development of the region, and which have less, is not enough to determine the best solution to increase the competitiveness of the region.

An important element of the management of initialization of the IPR is the identification and elimination of factors and barriers that hinder its growth and implementation, in particular:

- low demand for research results;
- lack of connection between supply and demand of labour, outflow of qualified personnel to other regions, marginalization of the social group of producers of intellectual products;
- corruption in the socio-economic system of the region;
- low level of initial training of the entrant, lack of practice-oriented training;
- violation of the connection of product passage within the innovation cycle [11].

Obstacles to building the intellectual potential of the region may arise as a result of management activities by incompetent professionals who develop the concept of higher education institutions, the formation of priority areas of economic development of the region

and the country as a whole represented by central authorities, regional authorities, local governments, heads of higher education institutions. In this case, one of the main management functions is the control function.

**Conclusions.** Based on the above, the main and most difficult issue facing the regional authorities is to determine what should be the management of the initialization of the intellectual potential of the region to preserve, develop and transfer knowledge and innovation. Successful implementation of the process of managing the initialization of the intellectual potential of the region allows to reach a qualitatively new level.

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## FEATURES OF STATE REGULATION OF INVESTMENTS IN HUMAN CAPITAL

**Abstract.** The article examines the features of state regulation of investment in human capital. It is determined that the main task of the state policy in the field of investment in human capital should be to provide every person with opportunities for the development of creative forces, the fullest possible implementation of productive abilities, which will allow achieving high quality economic growth. It is found out that state regulation in the sphere of investment in human capital has an increasingly growing economic basis. Among the economic measures of state regulation of the processes of reproduction of human capital, first of all, direct budget financing of investment in human capital should be singled out. By reducing or increasing public investment, the government curbs or encourages the accumulation of aggregate human capital in the public interest. Moreover, the state finances not only state structures of education, health, culture, but also institutions of the non-state sector from its own sources when implementing

state standards. Among the mechanisms of the state's economic regulation of investment in human capital, the following can be singled out: providing students with work during the holidays, paying scholarships, bypassing educational institutions, and so on. Therefore, one of the promising directions of state policy in the field of human capital reproduction should be to stimulate the development of cooperative relations between educational institutions and firms, the creation of joint research centers, enterprises focused on the development and implementation of scientific achievements. The state in regulating the development of the modern system of reproduction of human capital has to focus on the accumulation of knowledge, the development of abilities that enable a person, if necessary, for a relatively short period of time to change the sphere of activity without significant losses during the period of adaptation.

**Keywords:** government regulation, human capital, investment, education, health, culture.

## ОСОБЛИВОСТІ ДЕРЖАВНОГО РЕГУЛЮВАННЯ ІНВЕСТИЦІЙ У ЛЮДСЬКИЙ КАПІТАЛ

**Анотація.** Досліджено особливості державного регулювання інвестицій у людський капітал. Визначено, що головним завданням державної політики у сфері інвестицій у людський капітал має стати забезпечення кожній людині можливостей для розвитку творчих сил, максимально повної реалізації продуктивних здібностей, що дозволить досягти високої якості економічного зростання. З'ясовано, що державне регулювання у сфері інвестицій у людський капітал має під собою все більш зростаюче економічне підґрунтя. Серед економічних заходів регулювання державою процесів відтворення людського капіталу слід виокремити насамперед пряме бюджетне фінансування інвестицій у людський капітал. Скорочуючи або нарощуючи державні інвестиції, уряд тим самим стримує або стимулює накопичення сукупного людського капіталу в загальнодержавних інтересах. Причому держава з власних джерел фінансує не тільки державні структури освіти, охорони здоров'я, культури, а й установи недержавного сектору за умови реалізації останніми державних стандартів. Серед механізмів політики економічного регулювання державою сфери інвестицій в людський капітал можуть бути виокремлені наступні: надання учням роботи на час канікул, виплата стипендій, минаючи навчальні заклади тощо. Отже, одним із перспективних напрямів державної політики у сфері відтворення людського капіталу має стати стимулювання розвитку кооперативних зв'язків між навчальними закладами і фірмами, створення спільних дослідницьких центрів, підприємств, орієнтованих на розроблення і впровадження наукових досягнень. Держава в регулюванні розвитку сучасної системи відтворення людського капіталу має акцентувати увагу на накопиченні знань, розвитку здібностей, що дають можливість людині за потреби за відносно короткий час змінити сферу діяльності без істотних втрат у період адаптації.

**Ключові слова:** державне регулювання, людський капітал, інвестиції, освіта, охорона здоров'я, культура.

## **ОСОБЕННОСТИ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ИНВЕСТИЦИЙ В ЧЕЛОВЕЧЕСКИЙ КАПИТАЛ**

**Аннотация.** Исследованы особенности государственного регулирования инвестиций в человеческий капитал. Определено, что главной задачей государственной политики в сфере инвестиций в человеческий капитал должно стать обеспечение каждому человеку возможностей для развития творческих сил, максимально полной реализации производительных способностей, что позволит достичь высокого качества экономического роста. Выяснено, что государственное регулирование в сфере инвестиций в человеческий капитал имеет под собой все более возрастающую экономическую основу. Среди экономических мер регулирования государством процессов воспроизводства человеческого капитала следует выделить прежде всего прямое бюджетное финансирование инвестиций в человеческий капитал. Сокращая или наращивая государственные инвестиции, правительство тем самым сдерживает или стимулирует накопление совокупного человеческого капитала в общегосударственных интересах. Причем государство из собственных источников финансирует не только государственные структуры образования, здравоохранения, культуры, но и учреждения негосударственного сектора при реализации последними государственных стандартов. Среди механизмов политики экономического регулирования государством сферы инвестиций в человеческий капитал могут быть выделены следующие: предоставление учащимся работы на время каникул, выплата стипендий, минуя учебные заведения и т. д. Следовательно, одним из перспективных направлений государственной политики в сфере воспроизводства человеческого капитала должно стать стимулирование развития кооперативных связей между учебными заведениями и фирмами, создание совместных исследовательских центров, предприятий, ориентированных на разработку и внедрение научных достижений. Государство в регулировании развития современной системы воспроизводства человеческого капитала имеет акцентировать внимание на накоплении знаний, развитии способностей, дающих возможность человеку при необходимости за относительно непродолжительное время сменить сферу деятельности без существенных потерь в период адаптации.

**Ключевые слова:** государственное регулирование, человеческий капитал, инвестиции, образование, здравоохранение, культура.

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**Formulation of the problem.** The modern development of Ukraine is characterized by many features in all spheres of the public life, including in the field of public administration by formation and development of the human capital.

At the same time, within the framework of the concept of reforms implemented in Ukraine, the problems of accumulation of human capital, the social sphere in general from the very beginning were not given due attention at the state level. Priority was given to ownership, the transition to market pricing, privatization and denationalization, and education, healthcare, and culture were seen as a ballast that restrained the pace of market transformation and were only formally recognized as a key element of the overall economic strategy. The stereotypes rooted in the society and Soviet economics about the advantages of the means of production, material accumulation in ensuring economic growth and predominant development through the displacement of living labour, that is, essentially through savings on the development of productive human abilities, played a role.

**Analysis of the recent publications on the issue.** Theoretical and practical aspects of the state regulation of investment in human capital are covered in the works of both foreign and domestic scientists. The following scientists made a significant contribution to the study of the peculiarities of human capital development: O. Bratslavska [3], O. Zakharova [1], S. Klymko [2], O. Makarova [4], D. Melnychuk [5], O. Nosyk [6], V. Prygoda [2], V. Syzonenko [2], Z. Pichkurova [7], O. Shutayeva [8] and others. However, despite numerous studies, the administrative and economic influences of the state on the process of investing in human capital development remain insufficiently covered.

**Formulation of the purposes (goal) of the article.** The purpose of

this article is to clarify the features of the state regulation of investment in human capital and provide suggestions for improving their efficiency.

**Presentation of the main research material.** Today, Ukraine needs a balanced state policy aimed at regulating the reproduction of qualitative and quantitative characteristics of the human capital, based on long-term forecasts of scientific-technical and socioeconomic development.

First of all, the integration of social and economic development goals is needed. Within the framework of such an approach, the decisions made to achieve economic stabilization in the society and ensure economic growth should be considered not only in terms of economic objectives, but also taking into account the implementation of the social goals. Thus, the achievement of social results ceases to be seen as secondary to the achievement of stability in the economy, acting as a prerequisite for solving the strategic task of ensuring sustainable economic growth. At the same time, of course, the achievement of social results is largely due to the level of development of the economic processes.

The main task of the state policy in the field of investment in human capital should be to provide each person with opportunities to liberate his/her creative forces, the fullest realization of productive abilities, which will achieve high quality economic growth [1, p. 25]. To this end, it is necessary to really ensure the previously declared, but not supported by any specific implementation mechanisms, equality of opportunity, equal position of each person in the society, his/her free and holistic development.

The trends in the world development show that the state regulation in the field of investment in human capital has an increasingly growing economic basis. Among the economic measures of the state regulation of the processes of reproduction of human capital should be noted first of all direct budget financing of investment in the human capital. By reducing or increasing public investment, the government thereby restrains or stimulates the accumulation of total human capital in the general national interest. Moreover, the state from its own sources finances not only the state structures of education, healthcare, culture, but also non-governmental institutions, provided that the latter implement state standards.

An important role is played by subsidies, grants, aimed at implementing specific programs related to the accumulation of human capital, the growth of its qualitative and quantitative characteristics, that are narrowly focused [2, p. 32]. The value of such methods is quite large, as it allows you to directly stimulate those areas of activity that the state considers the most important and promising. The practice of such influence by financing on a competitive basis under certain programs is of particular interest to the Ukrainian reality in the conditions of a catastrophic budget deficit.

In addition, the realities of economic development of the world's leading industrial countries show that the state policy aimed at ensuring the reproduction of human capital and quality of economic growth is implemented, usually with significant financial, organizational and other participation of entrepreneurs and other social institutions of

the society. Therefore, using the positive experience of these countries, the public authorities should implement a mechanism of preferential taxation of the social organizations in both public and private sectors, as well as make greater use of tax benefits that make it economically profitable for investors to invest part of their funds in human capital. Thus, the state, on the one hand, removes part of the obligation to invest in human capital, encouraging private investors, and on the other – stimulating the accumulation of human capital the state creates conditions for growth of the national production and, consequently, the tax base in the future.

By providing tax rebates, the state can encourage companies to hire young people who have no professional experience, as well as young specialists immediately after graduation [3, p. 183]. The use of such tax benefits will partially solve the problem of youth unemployment, giving young specialists and individuals without professional experience the opportunity to gain practical experience in the chosen field of activity and realize the accumulated useful potential.

At the household level, it is known that children in families with higher incomes have the greatest opportunities in the process of accumulating human capital. In equalizing these opportunities and removing the problem, the state and its policies related to the targeted redistribution of income in the society, aimed at supporting the reproduction of human capital at an early age in low-income families, play an important role.

Thus, with regard to households, the tax policy of the state must first be objectively differentiated. In particular,

it is necessary to provide tax benefits and social assistance to large families, as well as families with low incomes, giving them the opportunity to invest in the human capital of their children in home and formal education, healthcare and so on.

Among the mechanisms of the policy of economic regulation by the state in the field of investment in human capital can be identified the following: providing students with work during the holidays, payment of scholarships, bypassing educational institutions, and so on. Thus, one of the promising areas of the state policy in the field of human capital reproduction should be to stimulate the development of cooperative relations between the educational institutions and business, the creation of joint research centers, enterprises focused on the development and implementation of scientific achievements.

Really, the mechanism of crediting the accumulation of human capital should be involved, including by providing student loans to interested persons, the terms of issuance and repayment of which are determined by the state loan agreement and take into account the financial situation and income level of the family [4, p. 19].

Therefore, in terms of improving the efficiency of invested resources are of great importance, firstly, the professional orientation, which allows a person, based on his own abilities and inclinations, to choose a particular direction of future activities in which it is most beneficial for themselves and the society and to be able to realize the accumulated human capital, and, secondly, the development of forecasts of the needs of the economy in a cer-

tain structure of human resources for the future, based on trends in technics, technology, organization of production. This forecast can be used to change the direction of development of the system of reproduction of human capital in order to ensure the optimal relationship between the required level of accumulation of human capital in terms of existing production structure and the actual level of accumulation of qualitative and quantitative characteristics of the human capital.

The state in regulating the development of the modern system of reproduction of human capital should focus on the accumulation of knowledge, development of abilities that allow a person if necessary for a relatively short period of time to change the field of activity without significant losses during adaptation [5, p. 39]. In other words, the central place in the system of accumulation of human capital should be occupied by the development of human abilities for further systematic self-education, the ability to acquire new knowledge, skills, abilities in a particular field on the basis of received general theoretical training. Thus, the modern economy requires the development of a system of continuing education, in which a person learns throughout life. This is the only possibility of his rapid adaptation to the changing world.

To this end, it is necessary to transform the entire structure of the education system. In particular, it is necessary to transform the institutions of early vocational guidance, because with early specialization a person is less adapted to the inevitable changes.

Strengthening the regionalization of policy in the field of human capital



reproduction leads to increasing territorial inequality in the accumulation of qualitative and quantitative characteristics of human capital of people living in different regions of the country [6, p. 24]. In these circumstances, the intervention of state regulators is needed to level the playing field by supporting social programs in the depressed areas. Moreover, the allocation of targeted subventions to the territories should be aimed more at stimulating the development of the system of reproduction of human capital in the region.

The reproduction of human capital requires more effort than reproduction of the physical capital. This is evidenced by the postwar experience of Japan and Western and Eastern Europe. Therefore, even against the background of the difficulties facing the Ukrainian economy today, the state should not withdraw from this area, and postpone the solution of its problems for the future. In Ukraine today at the state level it is necessary to clearly define the priority areas of human capital reproduction, taking into account the situation on the market and the effectiveness of various types of investment in human capital, based on the fact that productive human abilities are an important structural element of the social potential and the growth of the modern economy.

The condition for intensifying the innovation process in the state regulation of investment in human capital is the formation of an institutional environment that stimulates the company to develop new technologies. We are talking about tax benefits, information support, protection of the intellectual property. Such legal protection of inno-

vation activity exists in most developed countries of the world, but in fact lags behind in Ukraine. Hence the low innovation activity of the Ukrainian enterprises.

According to the Ministry of Labour, the current level of employment in Ukraine is surplus compared to countries in transition and reflects low productivity. Only 5 % of the economically active population belongs to the category of highly qualified specialists (in Germany the figure is 56 %, in the United States – 43 %). At the same time, in some sectors there are vacancies, in others – excess of employment. One of the reasons for the uneven distribution of labour is that the system of training in universities and vocational schools does not meet the requirements of the economy [7, p. 230].

Another reason, the huge differentiation in wages contributes to the outflow of personnel from low-paid sectors of the economy.

Business should take a more active position in the formation of qualified labour. Now the desire of large companies to invest in educational programs and training of the necessary specialists of the company is more and more noticeable. Therefore, in modern conditions, the realization of the idea of continuing education comes to the fore again. Advanced training of the specialists in priority areas involves the support of leading universities, research schools, the establishment of research and educational centers, quality control of training with independent testing of students and teachers. The transition to new teaching technologies and rising wages will increase the status of the teachers and the prestige of their work.

The development of education should be closely linked to the labour market and promote effective employment of the population [8, p. 32]. In this regard, at the first stage the government should be asked about the need for a long-term forecast of the professional qualification structure of the employees. Labour market monitoring, a clear policy of balancing labour supply and demand are also needed. The professional profiling of young people must become independent of the army's problems.

It is important to emphasize that effective state regulation of investment in human capital is impossible without a series of consistent, step-by-step stages to introduce new principles, methods, functions in the activities of the public administration and local self-government. The theoretical and methodological principles of reforming the public administration systems must take into account certain patterns of organizational development of the public authorities. The most successful for the implementation of the government structures is the project approach to organizational changes. According to the author, the model of G. McLean [9], who presented a structural-process approach to modeling organizational development, deserves special attention. The project approach is advantageous compared to others, as it provides an opportunity to carry out organizational diagnostics of the government activities, improve the quality of administration decisions, and more importantly — improve the quality of innovation, ensure the use of new innovative administration tools in a short time with limited resources.

**Conclusions and prospects for further research.** The above provisions allow us to draw the following main conclusions:

- in the process of implementing the domestic policy of the state, the integration of the social and economic development goals is necessary. Within the framework of such an approach, the decisions made should be evaluated not only in terms of economic tasks, but also in terms of achieving social goals;

- the state has at its disposal various (administrative and economic) measures to influence the investment process in the field of human capital formation and the quality of economic growth, among the necessary administrative measures should be noted: quotas of jobs in order to realize the productive abilities of the most vulnerable segments of the population, quotas in the education system, the creation of special funds for retraining and advanced training of the employees of the enterprises;

- among the economic measures should be noted, in addition to direct budget financing, the allocation of subsidies, grants for specific programs, the system of preferential taxation of the social institutions, as well as the use of tax benefits, which makes it economically profitable for private investors to invest in human capital;

- in the process of regulating the reproduction of human capital it is necessary to take into account the interests of the territories, ensuring strict compliance with the structure of human resources to the structure of demand for it by enterprises and employers in the region. One of the directions of such regulation is the creation of a special

territorial fund for retraining of the employees at the expense of the local target tax;

- to increase the efficiency of investment in human capital will allow the implementation of measures for vocational guidance of young people, the development of long-term forecasts of the economy's needs in a certain structure of human resources, the systematic implementation of targeted funding for education, and, as well as the redistribution of financial flows in the healthcare system in favour of the development of more effective forms of prevention and further rehabilitation;

- the system of professional training of the employees should be reoriented from narrowly professional to more general education, which will allow a person, if necessary, for a relatively short period of time to change the field of activity without significant losses during the period of adaptation.

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## MOTIVATION IN PATRIOTIC EDUCATION

**Abstract.** The article is devoted to the search and justification of new approaches to motivation in the process of national-patriotic education of citizens for the further successful development of the independent state of Ukraine.

Recent events have revealed problems in the process of national-patriotic education. These problems have been accumulated over the years of Ukraine's independence and necessitated the updating of this process. Modernization of national-patriotic education of citizens should contribute to the consolidation, development of society and requires constant improvement. After the Revolution of Dignity, national-patriotic education becomes a systematic and purposeful activity of state authorities, local authorities, educational institutions, civil society organizations, citizens for the formation of a person with a high national-patriotic consciousness, a sense of fidelity towards the Ukrainian state. The basis of the system of national-patriotic education is the idea of strengthening Ukrainian statehood as a consolidating factor in the development of society, the formation of patriotism and the establishment of national values.

Like every management process, the success of national-patriotic education depends not least on successful developments in its component part - motivation. The main program document in the formation of the state policy of national-patriotic education in Ukraine - Decree of the President of Ukraine dated May 18, 2019 № 286/2019 “On the Strategy of National-Patriotic Education” contains directions for motivation of subjects of the educational process, but does not contain directions for motivation of subjects of manifestation of patriotic feelings, that is, the objects of the educational process. Based on the historical experience of the development of the phenomenon of patriotism, the author suggests adding new elements to the tasks of national-patriotic education and to the information support of this process. Such an emphasis will allow us to approach the formation of the necessary qualities not on the part of a sense of duty, but on the side of reciprocity, where the realization of human rights and freedoms is possible subject to loyalty and as much as possible support for the social institutions through which they are realized, that is, through the state in its broad sense.

**Keywords:** patriotism, education, consciousness, motivation.

## МОТИВАЦІЯ У ПАТРІОТИЧНОМУ ВИХОВАННІ

**Анотація.** Висвітлено питання пошуку та обґрунтування нових підходів до мотивації у процесі національно-патріотичного виховання громадян задля подальшого успішного розвитку незалежної держави Україна.

Виклики останнього часу виявили проблеми у процесі національно-патріотичного виховання, які були накопичені за роки незалежності України, та зумовили необхідність його осучаснення. Новий погляд на національно-патріотичне виховання громадян повинен сприяти консолідації та розвитку суспільства, що вимагає постійного його вдосконалення.

Після Революції Гідності національно-патріотичне виховання набуває характеру системної і цілеспрямованої діяльності органів державної влади, органів місцевого самоврядування, закладів освіти, організацій громадянського суспільства, громадян з формування у людини і громадянина високої національно-патріотичної свідомості, почуття відданості своїй Українській державі. В основу системи національно-патріотичного виховання покладено ідеї зміцнення української державності як консолідуючого чинника розвитку суспільства, формування патріотизму та утвердження національних цінностей.

Як і в кожного управлінського процесу, успіх національно-патріотичного виховання залежить не в останню чергу від вдалих напрацювань у його складовій — мотивації. Основний програмний документ у формуванні державної політики національно-патріотичного виховання в Україні — Указ Президента України від 18 травня 2019 р. № 286/2019 “Про Стратегію національно-патріотичного виховання” містить напрями мотивації суб’єктів виховного процесу, але зовсім не містить напрямів мотивації суб’єктів вияву патріотичних почуттів, тобто об’єктів виховного процесу. Автор на підставі залучення історичного досвіду розвитку явища патріотизму пропонує дода-



ти нові елементи у виховні завдання національно-патріотичного виховання, як складової громадянської освіти, та до інформаційного забезпечення цього процесу. Додавання такого акценту дозволить підійти до формування необхідних якостей не з боку почуття обов'язку, а з боку взаємин, де реалізація прав і свобод людини можлива лише за умови лояльності та якомога більшої підтримки соціальних інститутів, через які вони реалізуються, тобто через державу у широкому її розумінні.

**Ключові слова:** патріотизм, виховання, свідомість, мотивація.

## МОТИВАЦИЯ В ПАТРИОТИЧЕСКОМ ВОСПИТАНИИ

**Аннотация.** Освещен вопрос поиска и обоснования новых подходов к мотивации в процессе национально-патриотического воспитания граждан для дальнейшего успешного развития независимого государства Украина.

Вызовы последнего времени выявили проблемы в процессе национально-патриотического воспитания, которые были накоплены за годы независимости Украины, и обусловили необходимость его обновления. Новый взгляд на национально-патриотическое воспитание граждан должен способствовать консолидации, развитию общества и требует постоянного совершенствования.

После Революции Достоинства национально-патриотическое воспитание приобретает характер системной и целенаправленной деятельности органов государственной власти, органов местного самоуправления, учебных заведений, организаций гражданского общества, граждан по формированию у человека и гражданина высокого национально-патриотического сознания, чувства верности своему Украинскому государству. В основу системы национально-патриотического воспитания положены идеи укрепления украинской государственности как консолидирующего фактора развития общества, формирования патриотизма и утверждения национальных ценностей.

Как и у каждого управленческого процесса, успех национально-патриотического воспитания зависит не в последнюю очередь от удачных наработок в его составной части — мотивации. Основной программный документ в формировании государственной политики национально-патриотического воспитания в Украине — Указ Президента Украины от 18 мая 2019 г. № 286/2019 “О Стратегии национально-патриотического воспитания” содержит направления мотивации субъектов воспитательного процесса, но совсем не содержит направлений мотивации субъектов проявления патриотических чувств, то есть объектов воспитательного процесса. Автор на основании исторического опыта развития явления патриотизма предлагает добавить новые элементы в воспитательные задачи национально-патриотического воспитания, как составляющей части гражданского образования, и в информационное обеспечение этого процесса. Добавление такого акцента позволит подойти к формированию необходимых качеств не со стороны чувства долга, а со стороны взаимности, где реализация прав и свобод человека возможна только при условии лояльности и как можно большей

поддержки социальных институтов, через которые они реализуются, то есть через государство в широком его понимании.

**Ключевые слова:** патриотизм, воспитание, сознание, мотивация.

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**Formulation of the problem.** Recent challenges have revealed problems in the process of the national-patriotic education, which were accumulated during the years of Ukraine's independence, and necessitated its modernization. Against the background of modern tendencies of domination of "ratio" and leveling of the spiritual there is a problem of insufficient motivation of the objects of the educational process to have patriotic consciousness and to realize it in patriotic actions, therefore search and substantiation of new approaches to such component of public administration process as motivation in the national-patriotic education is an urgent task today.

**Analysis of the recent research and publications.** Such researchers as A. Myronov, O. Vyshnevsky, G. Vashchenko, V. Krotiyuk, M. Potapova, I. Kharlamov, E. Kondrashova dealt with the problem of the phenomenon, however, given the current challenges of motivation of the patriotic consciousness and subjects patriotic actions need modernization.

**The purpose of the article** is to find and substantiate new approaches to motivation in the process of the national-patriotic education in order to modernize it and meet modern challenges.

**Presentation of the main material.** The main program document in the formation of the state policy of the national-patriotic education in Ukraine is the Decree of the President of Ukraine

of May 18, 2019 № 286/2019 "On the Strategy of National-Patriotic Education" (hereinafter the Strategy) [1]. The purpose of the Decree is:

- further development of the national consciousness in the society;
- formation of a sense of patriotism on the basis of spirituality and morality;
- popularization of the spiritual and cultural heritage of the Ukrainian people;
- intensification of interaction between the state authorities, local self-governments and public associations in the matters of national and patriotic education.

That is, the President of Ukraine has set a certain direction of activity in the field of public administration; its subjects are recognized the state authorities, local self-governments and public associations; objects – individuals in which it is necessary to form specific psychological qualities and knowledge, which should be reflected even in the collective unconscious. In this area of activity the distribution among the masses in a publicly accessible, intelligible form of the achievements of the Ukrainian people [2] is a trivial and quite simple task in comparison with the formation of qualities, which according to the Strategy should be as follows:

- respect for the Constitution and laws of Ukraine;
- social activity and responsibility for entrusted state and public affairs;

- readiness to fulfill the duty to protect the independence and territorial integrity of Ukraine;

- formation of a person and a citizen's sense of devotion to their Ukrainian state, respect for the state language;

- awareness of the achievements of the Ukrainian people, their intellectual, spiritual and other achievements;

- activity commitment to the development of Ukraine as a sovereign state, the formation of an active civil and state position, a sense of self and national dignity;

- national and cultural civic identity;

- follow European values;

- high national-patriotic consciousness;

- sense of patriotism.

From the point of view of subject-object relations, public administration is a continuous process of implementation of the relevant administration functions, in connection with which it is possible to apply definitions through these functions, namely: public administration is the process of planning, organizing, motivating, controlling and linking their communication and decision-making functions in order to formulate and achieve the goals of the state. Clarifying and supplementing this definition, the subject of public administration should include the processes of the subject of the public administration management functions (planning, organization, motivation, control, communication, decision-making) in order to achieve the state goals through the formation of organizing, coordinating and controlling influences on the object of the public administration [3].

Let us focus in more detail on such a component of the process of public administration as motivation. Regarding the motivation of the subjects of the educational process of patriotic education on the part of public authorities and local self-governments, the Strategy in particular in section 6 contains the following points that its effective implementation requires:

- mechanisms to support associations, centers, clubs whose activities are related to national and patriotic education, educational, cultural and arts institutions, as well as their employees;

- development of a system of encouragement of the public associations and activists, educational institutions and pedagogical workers for fruitful activity in the field of national-patriotic education, which corresponds to the values and indicators of the effectiveness of the Strategy. However, according to the author, not enough attention is paid to the motivation of the objects of the educational process of patriotic education, i.e. the motivation of the subjects of patriotic feelings and actions to form the qualities listed in the Strategy and their manifestations.

On the other hand, from the point of view of the process of education, we will have similar questions about motivation. With the formation of the first ancient human communities (families, tribes, communities) they faced the need to pass their experience and knowledge to the next generation, in some way to influence their behaviour, which generally contributed to the survival of mankind, to form moral, psychological, physical qualities of the descendants. Thus, the problem of mentoring, education, upbringing arose

simultaneously with the emergence of the human society. With the development of the civilization, the education of the younger generations became more meaningful, acquired more perfect forms and methods [4]. Now, according to the author, in the information society, in the era of “post-truth” and the leveling of the spiritual, the need for increased requirements for the motivation of the object of the educational process to acquire certain necessary qualities becomes even more urgent.

In pedagogy the process of education is divided into four stages. The first stage – awareness of norms and rules of conduct; the second – the formation of attitudes to these norms and rules; the third – the formation of views and beliefs (perception, assimilation and transformation of the learned norms into personal achievements); the fourth – through the repeated repetition of the formation of skills and habits of behaviour that corresponds to personal beliefs and passes to character traits [4]. The outstanding educators A. S. Makarenko and V.O. Sukhomlynsky practiced conducting special conversations of a theoretical explanatory nature about the need to behave in a certain way. Now, under the total domination of “ratio”, there is not enough explanation for what to do or stories about examples that someone is doing or has done. It is motivation that shortens the path from clear and mastered abstract concepts to concrete actions in their implementation.

According to the author, patriotism has its origins and foundation in the desire of every living being to reproduce, which is inextricably linked with the struggle for survival of their own and

their offspring, with the protection and expansion of the created living environment. The historical experience of the development of the phenomenon of patriotism indicates that the objects of patriotism have always been the very environment that provided this reproduction in the first place. The dominance of one or another object of patriotism throughout the historical process is connected only with the development of mankind in the social and individual dimensions. Dominant has always been the object that at this time was the most critical to meet the needs of life, in the ultimate dimension – for survival, for the majority of the population of a certain area, so the nomad feels patriotic feelings for his kind-tribe, farmer for his native land, a citizen-craftsman to the town where he exchanges all goods. The same is true of other objects, such as homeland, nation and state. Also, naturally, the subject has a need to serve the object and the need to protect it [5].

To intensify the process of patriotic education and obtain more meaningful results, it is appropriate to deepen the use of historical experience of the phenomenon of patriotism and combine it with “awareness of the relationship between the individual freedom, human rights and patriotic responsibility” as with one of the educational tasks, through the system of which the purpose of the national-patriotic education of the Concept of the national-patriotic education of children and youth is specified [6].

Thus, a sample analysis of the national-patriotic education programs posted on the official websites of the public authorities, local self-govern-

ments, educational institutions, found that they contain only tools for the formation of specific psychological qualities and knowledge of individuals in the society, which, of course, should work, but do not contain tools for forming answers to questions in the imagination of the objects of education about why they form such qualities and show them in action, that is, they do not motivate the subjects of patriotic feelings to have and show them. According to the author, this answer is not obvious for the objects of education, but it may not be formed by itself, and its successful formation will ensure its positive contribution to the overall result of the national-patriotic education.

The main components of the national-patriotic education according to the Strategy are: public-patriotic, military-patriotic and spiritual-moral education [1]. On the other hand, according to the Concept of development of the civic education in Ukraine, the national-patriotic education is a component of the system of the civic education [6]. The main strategic directions of the civic education are:

- legal education of the citizens, in particular in terms of understanding and ability to exercise their constitutional rights and responsibilities;
- strengthening the ability to participate in the public life and use opportunities to influence decision-making processes at the national and local levels (realization of the right to participate) [6].

On the other hand, the modern state is a social arbiter, a body governing general affairs, an organizer of many important events, without which the functioning of the society is impossible.

An important place in this process belongs to the consolidation, ensuring human rights and freedoms, environmental security, technological progress, the health of the nation, the conflict-free existence of the society, ensuring a decent standard of living, maintaining science, culture and education. The state is designed to prevent a sharp differentiation of the society in order to avoid acute social conflicts [7]. That is, the state is the social institution through which constitutional rights are exercised, and which provides an opportunity to influence the decision-making processes at the national and local levels. And if this is so, then with the help of appropriate pedagogical work in the object of the educational process is not difficult to form a belief in the need for patriotic responsibility, not in terms of responsibilities, but in terms of the need to protect the environment through which he can realize their rights, i.e. to realize their needs in understanding the historical development of the phenomenon of patriotism [5]. Adding such an emphasis will allow to approach the formation of the necessary qualities not from the sense of duty, but from the side of relations, where the realization of the human rights and freedoms is possible only with loyalty and the greatest possible support for the social institutions through which they are realized, i.e. through the state in its broadest sense. The application of such an approach, according to the author, will improve the overall results of the process of the national-patriotic education.

**Conclusions.** The main components of the national-patriotic education are: public-patriotic, military-patriotic and

spiritual-moral education. The implementation of the state policy of the national-patriotic education is a public administration process in which, as in any administration process, its function of motivation is important. National-patriotic education is an important means of the civic education in Ukraine and is its component. The main strategic directions of the civic education are:

- legal education of the citizens, in particular in terms of understanding and ability to exercise their constitutional rights and responsibilities;
- strengthening the ability to participate in the public life and use opportunities to influence the decision-making processes at the national and local levels (realization of the right to participate).

One of the educational tasks of the national-patriotic education is the awareness of the objects of education (subjects of patriotic feelings and actions) of the relationship between the individual freedom, human rights and their patriotic responsibility. The state, in a broad sense, is precisely the institution that ensures the implementation of the constitutional rights, so patriotic responsibility should be considered not only as a duty for the objects of the educational process, but also as a motivating factor to ensure the realization of the human rights and freedoms in terms of loyalty and protection of the institution that provides such implementation. Such an angle of view on this educational task of the national-patriotic education should be added to its information support, and such an angle of view will be a significant contribution to achieving the goal of the whole process.

In addition, this view is fully consistent with the modern vision of updating the processes of the public management and administration in terms of involving elements of incentives and motivation for the business processes management.

### **Prospects for further research.**

Prospects for further research are seen in the search for the boundary of the intersection of the realization of the human rights and freedoms with the definition of priorities that are inherent in any manifestation of the phenomenon of patriotism.

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## THE MOST LIKELY VECTOR OF UKRAINE'S DEVELOPMENT IN THE CONTEXT OF INTEGRATION POLICY

**Abstract.** The article covers the issue of the concept of “globalization”, its advantages and disadvantages for the Ukrainian society. The author has realized the purpose of the research, which is to analyze the impact of globalization on the development and formation of the integration policy in Ukraine.

The study used general scientific and special methods: scientific generalization and systematization – to determine the characteristics of globalization; comparative analysis – to compare the development of the countries that are members of the European Union with other countries whose government is seeking integration with Europe; systematic analysis – to identify the positive and negative aspects of the impact of globalization on the socio-economic and political development of some countries in the world; logical synthesis – to explain the results of the research.

It is determined that the positive impact of globalization is a significant and steady increase in world industrial production and trade, a decrease in inflation, the widespread introduction of new principles and methods of the economic activity. It is justified that Ukraine has the potential to become not just a European, but a global state.

It has been researched that globalization as a whole and world economic relations, in particular, is an objective process that expresses the totality of conditions of development of the modern world community and, first of all, scientific and technical and economic progress. This is an inevitable stage of the ascension of humanity to new horizons, which ultimately has positive beginnings, but at the same time is not devoid of serious and large-scale contradictions, and therefore does not exclude negative influences.

It is analyzed that the main negatives of globalization is the dominance of the “wealthier” country over the less developed in the economic and even cultural spheres. The downsides also include the commercialization of the cultural values, the subordination of the world to the interests of powerful transnational corporations, and more. Globalization in its present form is subordinated to the interests of the world capital (transnational corporations) operating using the military-political power of the leading Western powers. However, these states themselves are leading the world globalization process in the pursuit of their own geopolitical interests.

**Keywords:** globalization; policy; European integration; national economy; government.

## **НАЙБІЛЬШ ЙМОВІРНИЙ ВЕКТОР РОЗВИТКУ УКРАЇНИ В КОНТЕКСТІ ІНТЕГРАЦІЙНОЇ ПОЛІТИКИ**

**Анотація.** Висвітлено питання щодо поняття “глобалізація”, її переваг та недоліків для українського суспільства. Реалізовано мету дослідження, що полягає в аналізі впливу глобалізації на розвиток та становлення інтеграційної політики в Україні.

У дослідженні використовувалися загальнонаукові та спеціальні методи: наукове узагальнення та систематизація — для визначення характеристик глобалізації; порівняльний аналіз — для зіставлення розвитку країн, які входять до Європейського Союзу з іншими країнами, уряд яких прямує до інтеграції з Європою; системний аналіз — для виявлення позитивних і негативних сторін впливу глобалізації на соціально-економічний та політичний розвиток деяких країн світу; логічний синтез — для пояснення результатів дослідження.

Визначено, що позитивний вплив глобалізації полягає в значному і неухильному збільшенні світового промислового виробництва і торгівлі, зниженні темпів інфляції, широкому впровадженні нових принципів і методів господарської діяльності. Обґрунтовано, що Україна має потенціал стати не просто європейською, а глобальною державою.

Досліджено, що глобалізація загалом і світогосподарські відносини, зокрема, — об'єктивний процес, що виражає сукупність умов розвитку сучасного світового співтовариства і насамперед науково-технічного й економічного прогресу. Це неминучий етап сходження людства до нових обривів, що несе в підсумку позитивні початки, але при цьому не позбавлений серйозних і масштабних суперечностей, тобто не виключає негативних впливів.

Проаналізовано, що основним негативом від глобалізації є домінування “заможнішої” країни над менш розвиненою в економічній і навіть культурній сферах. До негативних сторін також належить комерціалізація культурних цінностей, підпорядкування світу інтересам потужних транснаціональних корпорацій та ін. Глобалізація в її нинішньому вигляді підпорядкована інтересам світового капіталу (транснаціональних корпорацій), що діють, використовуючи військово-політичну могутність провідних західних держав. Однак і самі ці держави керують світовим глобалізаційним процесом в ім'я реалізації власних геополітичних інтересів.

**Ключові слова:** глобалізація, політика, євроінтеграція, національна економіка, уряд.

## **НАИБОЛЕЕ ВЕРОЯТНЫЙ ВЕКТОР РАЗВИТИЯ УКРАИНЫ В КОНТЕКСТЕ ИНТЕГРАЦИОННОЙ ПОЛИТИКИ**

**Аннотация.** Освещены вопросы понятия “глобализация”, ее преимуществ и недостатков для украинского общества. Реализовано цель исследования, которая заключается в анализе влияния глобализации на развитие и становление интеграционной политики в Украине.

В исследовании использовались общенаучные и специальные методы: научное обобщение и систематизация — для определения характеристик глобализации; сравнительный анализ — для сопоставления развития стран, входящих в Европейский Союз с другими странами, правительство которых стремится к интеграции с Европой; системный анализ — для выявления положительных и отрицательных сторон воздействия глобализации на социально-экономическое и политическое развитие некоторых стран мира; логический синтез — для объяснения результатов исследования.

Определено, что положительное влияние глобализации заключается в значительном и неуклонном увеличении мирового промышленного производства и торговли, снижении темпов инфляции, широком внедрении новых принципов и методов хозяйственной деятельности. Обосновано, что Украина имеет потенциал стать не просто европейским, а глобальным государством.

Доказано, что глобализация в целом и мирохозяйственные отношения, в частности, — объективный процесс, выражающий совокупность условий развития современного мирового сообщества и прежде всего научно-технического и экономического прогресса. Это неизбежный этап восхождения человечества к новым горизонтам, несущий в итоге положительные начала, но

вместе с тем не лишен серьезных и масштабных противоречий, а значит не исключает негативных воздействий.

Проанализировано, что основным негативом от глобализации является доминирование “более богатой” страны над менее развитой в экономической и даже культурной сферах. К отрицательным сторонам также относится коммерциализация культурных ценностей, подчинение мира интересам мощных транснациональных корпораций и многое другое. Глобализация в ее нынешнем виде подчинена интересам мирового капитала (транснациональных корпораций), которые действуют, используя военно-политическое могущество ведущих западных государств. Однако и сами эти государства управляют мировым глобализационным процессом во имя реализации собственных геополитических интересов.

**Ключевые слова:** глобализация, политика, евроинтеграция, национальная экономика, правительство.

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**Formulation of the problem.** The positive impact of globalization is the significant and steady increase in world industrial production and trade, the almost universal decline in inflation, the widespread introduction of new principles and methods of the economic activity. The current undeniably high rate of the structural change, for certain, cannot be stored indefinitely, as there are actually limits to how far globalization processes can go. Full-fledged globalization – in which trade and finance are regulated only by a risk-adjusted rate of return, and in itself the risk factor does not depend on distances and national borders – is hardly achievable. Globalization in general and world economic relations, in particular, is an objective process that expresses the totality of conditions for the development of the modern world community and, above all, scientific, technical and economic progress. This is an inevitable stage of the ascension of humanity to new horizons, which ultimately has positive beginnings, but at the same

time is not devoid of serious and large-scale contradictions, and therefore does not exclude negative influences. Participation in a process that is not clear makes such a participant the object of the process, and real knowledge makes it possible to influence and benefit from the course of events. We believe that the essence of the process of globalization is that no phenomenon (economic, social, legal, political, military, etc.), any process in the society, in our life, however large or, by contrast, small was, can not be considered as itself. The interconnectedness and interdependence of individual actions, phenomena and processes is intensifying, requiring the consideration and evaluation of the opposite effect, of all consequences, both close and distant, in the immediate and remote areas.

**Analysis of the recent research and publications.** This topic has been explored by many national and foreign scholars and practitioners, in particular V. Andrushchenko, V. Volynka, V. Liakh, V. Pazenko, M. Mykhal-

chenko, R. Voitovych [1], O. Molnar [3], Y. Pavlenko [4], A. Pekhnyk [5], Y. Prysyazhnyuk [5], V. Sidenko [7], S. Sokolenko [8], O. Toffler, R. Robertson, M. Castels, F. Fukuyama, S. Huntington and others. The scientists have thoroughly explored the main problems and prospects of integration policy in Ukraine in the age of globalization.

**The purpose of the article** is to explore the concept of “globalization”, its main directions, advantages and disadvantages in the context of Ukraine’s integration policy.

**Presentation of the main material.** Ukraine has the potential to become not just a European, but a global state, and if it adopts and develops global values, it will be able to become even higher than Europe. Europe is now living rather than global values, but European values, and globalization is only an element of trade for it. And as soon as Ukraine is able to overcome Europe’s limitations on its own, Europe itself will be interested in Ukraine becoming a part of it. Therefore, the question is whether Ukraine will be able to use the world’s resources not only to survive, but also to influence others. And its purpose must be to organize itself and to absorb the global values beyond the narrow borders of Europe.

Innovative development of a society is possible under the condition of the state policy of promoting the development of entrepreneurship through its various forms, as well as encouragement at the level of enterprises of the development of entrepreneurial earnings in their own employees [8, p. 35]. That is, summing up what the scientist can say that the innovative development of the society is possible on the condition of a

timely, ubiquitous and universal initiative.

Globalization is a relatively new and highest stage in the development of the process of internationalization of numerous aspects of the social life [3]. Globalization as a universal form of historical dynamics leads to qualitative and quantitative changes in the functioning of the transitional societies [1].

According to V. Sidenko it is possible to speak about the high probability that at the first stages of implementation of the concept of integration development within the Common Economic Space (hereinafter – the CES) there will be a discrepancy in certain economic parameters with the standards of the European Union (hereinafter – the EU) [7]. For example, there is a problem of widespread harmonization of Ukraine’s economic mechanisms with the CES member-states. At the same time, we have similar commitments to the European Union. So in alignment with which economies do we focus? Perhaps it should be made clear that we will coordinate economic parameters within the CES solely on the basis of the provisions of the European Union law. However, today this is not the case in the CES agreement.

Another issue is the creation of a customs union for the CES member-states. However, in the documents fixing its European choice, Ukraine sets itself the task of joining the customs union with the EU. And the agreement on the Common Economic Space also aims to create a customs union and does not spell out the answers to the question how to combine the two tasks. Instead, one can hear the argument that we will first achieve competitiveness through



integration into the CES and then integrate into the European Union. It is necessary to develop a unified strategy for the European integration, in which both the processes of our accession to the European Union and the development of opportunities in the post-Soviet space are clearly coordinated – with the focus on the formation of a wide pan-European economic space [7].

Based on the scientific achievements of these and other researchers, we will try to find out the place of Ukraine in the international coordinate system and the most probable vector of development, which is derived from the sum of external and internal vectors that affect our country. The framework, in this case, is the process of globalization against which all processes unfold. If they coincide with the dominant directions of the global development of the society, then their strength is much greater, and if on the contrary – contradictory, it leads to their attenuation.

In order to enter the EU, Ukraine must already have the prerequisites for itself to rise and be at the level of a European state. The country has the potential to become not just a European country, but a global state, and if it adopts and develops the global values, it can become even higher than Europe. Europe is now living rather than global values, but European values, and globalization is only an element of trade for it. As soon as Ukraine is able to overcome Europe's limitations on its own, Europe itself will be interested in Ukraine becoming a part of it [5].

Let us note what prevents this. Firstly, the image of Ukraine in the world as a corrupt state. Secondly, the functioning of the Ukrainian economy

does not comply with the international legal standards in terms of taxation system, regulatory system, transparency of the financial transactions, etc., which is the cause of unfavourable investment climate. Thirdly, despite the high level of declarations made about the need to attract foreign investment, there is in fact no sound effective public policy strategy to create a favourable investment climate. Ways to create such a climate: low tax rates, a stable political and legal system, identified priority areas for attracting investment, creating special zones and more. Fourthly, it is necessary to regulate the work of foreign transnational companies (hereinafter – TNCs). They have to create modern production in our country, and the Ukrainian state, for its part, has to create favourable conditions for them to want to invest in Ukraine, but in such a way that it does not harm their own business.

According to some experts, Ukraine is too open to the world, but somewhat one-sided. The structure of Ukrainian exports is dominated by products of chemistry and metallurgy, that is, almost raw materials [5]. With regard to political integration, we agree with experts who advise not to be attached to one particular center of political gravity, but to interact with all powerful states in the areas most relevant to the Ukrainian interests.

Ukraine's increasing role in globalization will increase with its economy, internal consensus on key foreign policy and foreign economic orientations, strengthening of the political system and having its own strategic plan for country involvement in the globalization processes. Ukraine is very little

involved in the globalization processes. This is due to the fact that Ukraine is a fairly closed country that is not integrated into international economic and very specifically integrated into international political relations. Of course, one cannot be free from globalization as the globalization progresses. Therefore, of course, the manifestations of globalization affect us as well. However, if we consider the positive and negative aspects of globalization, Ukraine mostly does not use the positives, while being affected by the negatives of globalization.

If we consider the most widespread negatives of globalization, we can speak of the dominance of some wealthier country in the economic and even cultural sphere. They also include the commercialization of the cultural values, the subordination of the world to the interests of powerful transnational corporations, and more.

Globalization in its current form is subordinated to the interests of the world capital (transnational corporations) operating, using the military-political power of the leading Western powers, especially the USA. However, these states themselves, especially the USA, are leading the world globalization process in the pursuit of their own geopolitical interests, largely autonomous to those of leading transnational companies.

Modern Ukraine has a dual and slightly unfavourable position in terms of geopolitical self-identification. The point here is, first of all, in the contradiction between the economic and political interests of our establishment. In economic relations we have nothing to expect from the West. Western in-

vestment is insignificant and does not relate to the development of advanced technologies, and Western markets remain and will remain virtually closed to us. However, the Ukrainian authorities seek the wing and custody of the West. The latter defines its declarative statements (little confirmed by real actions) about aspirations for Euro-Atlantic structures. On the other hand, the real markets for Ukraine are the Caucasian and Central Asian states, as well as the countries of Asia and Africa, where our goods can be successfully sold [4].

However, Ukraine must integrate into international economic relations and find its real place and opportunities to maximize the benefits of globalization and minimize the negatives. Given the current state of the national economy, given the various ratings, it is difficult to say that Ukraine will soon become a leading country. Therefore, one must realistically consider its role and place in the world. It should be guided by European values and position itself as a European country. However, it is not fundamental whether Ukraine is a member of the EU or not. Examples can be given of Switzerland or Norway that are not EU member states, but are European states.

The integration into the CES can really lead to improvement of the quality of work of the Ukrainian enterprises, to increase of budget revenues, to improvement of financing of the social sphere, and well-being of the population. Therefore, if the EU is a strategy, a common course, then the CES is a tactical current case that would allow to a certain extent to revive the national economy, which would again raise the standard of living of the citizens.

Ukraine's economic interests (energy supply, export opportunities for its goods, etc.) orient Ukraine to the East and South – Central Asia, China, Iran, and others. However, because of fears of strengthening Russia's political dominance, the Ukrainian establishment and much of the society, especially in the Western regions, are seeking a full rapprochement with the West and joining the Euro-Atlantic structures. The West is really interested in minimizing Russian influence in Ukraine, but it is not going to open its markets for our goods, invest in our economy any significant funds and share with us the latest technologies. The contradictions between the economic and political interests of Ukraine determine the duality and inconsistency of its foreign policy.

Ukraine is not sufficiently involved in the globalization processes. However, the world development of globalization involves Ukraine and our political elite. As soon as our nationally conscious political elite start to save money in Ukraine, there is a prospect that Ukraine will have a special national factor to consider. However, if you look at the world processes, there are several features worth noting. Ukraine as a territorial space is interesting enough for the world political players.

Ukraine is not interesting because it has some achievements. However, it has technological and other resources, it is interesting as a geostrategic space, as a transit territory. Ukraine is interesting as an experiment of traversing a large territory from one political and economic system to another. Our state is the optimal form where, avoiding civil conflict, one can create structures that

either integrate into the world community (meaning the transatlantic community) or be integrated into the East (not necessarily negatively coloured by this concept) and accept the traditions of the East [3].

For objective reasons Ukraine cannot, in principle, play a prominent role in the world globalization process. This is due to its low position in the world economy, lack of national consensus on key issues of foreign economic and foreign policy orientation, weakness and contradiction of the political course, and many others. Ukraine could only increase its role in the world globalization process in the conditions of rapid economic development on an innovative basis, reaching public consensus on the most important issues of the internal and external strategy development and, thus, a decisive, independent foreign policy without constant review of the instructions (whatever they came out of).

As for the other aspect of globalization – integration, Ukraine's desire to integrate both into the EU and the CES raises some questions. The European Union not only prevents, but also seeks to stimulate the development of the regional economic cooperation among the countries with which it has partnerships. In particular, the concept of the European Commission "Greater Europe" that offers new opportunities for joining the European economic structures of neighbouring countries (including Ukraine) provides for the promotion of cooperation and development of free trade between these countries [1]. However, the problem is that it is impossible to combine the two integration processes if the principles of

their construction are incompatible. In this respect, there are significant problems in the Common Economic Space agreement, signed in September 2003, in terms of its compliance with Ukraine's European integration course. Unfortunately, the agreement has no guarantees of basing this process on EU principles and there is no clear guarantee of using this mechanism as a mechanism for joint entry into the European economic space.

Therefore, it is possible to speak about the high probability that already in the first stages of implementation of the concept of development of integration within the Common Economic Space there will be a mismatch on certain economic parameters with the standards of the European Union. For example, there is a problem of widespread harmonization of Ukraine's economic mechanisms with the CES member-states. At the same time, we have similar commitments to the European Union. So in alignment with which economies do we focus? Perhaps we should make it clear that we will coordinate the economic parameters within the CES solely on the basis of the European Union law. However, today this is not the case in the CES agreement.

**Conclusions.** It is impossible to avoid the impact of the globalization processes. Ukraine is still poorly involved in these processes. The reasons for the low level of involvement of Ukraine in the world globalization processes are the unpreparedness and unwillingness of the political elite to participate in them, primarily due to the lack of a global outlook and lack of knowledge of foreign languages; lack of consensus in the society regarding the

direction of development of the country; absence of powerful domestic transnational corporations. The way is seen in the rotation of the elites, the creation of their own TNCs, the conduct of their own independent policies, subject to widespread public support, adopting a national course on globalization. There is no consensus among experts as to the prospects of Ukraine's integration with the EU and the CES, but Ukraine must be as close as possible to all possible unions, associations, etc. which provide it with security and markets. To do this, one must strive to be the subject of integration initiatives under any circumstances. Ukraine needs to come up with a unified strategy for the globalization of the country in which the processes of our accession to the European Union and the Common Economic Space and to other existing associations, organizations and unions, and to the ones that will appear. The national interests of Ukraine are a measure of evaluation of any arrangements. Active entry into the global world requires adequate staffing, the creation of its own TNCs, the harmonization of all systems of the country to the international standards for its own flexible policies, on condition.

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