

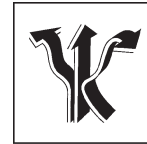
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DEAR COLLEAGUES!

On behalf of the scientific and pedagogical staff and the leadership of the National Academy of Public Administration under the President of Ukraine, I warmly congratulate you on the unique scientific events in January 2020!

These events are unique, first of all, because they raise a very relevant topic, on which the author's scientific school of the respected Professor of our Academy, Mr. Eduard Afonin, his colleagues and students have been working for many years. We should admit that, the archetypal approach is the invention itself, which allows us to humanize, to bring to the person, person's mind, heart and soul the achievements of serious, the most concise and logical science "public administration", is the symbiosis and the path to the core, which is able to unite Ukrainian community, to overcome such a sad phenomenon of our lives as internal and external migration; and Professor Afonin together with the community of like-minded people has clearly been proving during all these years that archetypes can unite the world.

The events of the archetypes enthusiasts in January 2020 are unique also because they take place – and this is not an exaggeration – in one of the intellectual centers of the planet, in the famous library of Alexandria, which was founded in the III century BC. The archives of this library, its halls, and espe-



cially its spirit, if we take into account all its history, were prayed-in for more than one millennium and warmed, consecrated by the starry names of centuries of existence of mankind.

Your meeting in the library of Alexandria-2020 clearly shows that the Ukrainian science of public administration has steadily reached not just the international, but the planetary level, and thanks to you we gathered in one event a unity of scientific schools of Ukraine, France and Egypt from two continents – Eurasia and Africa.

I sincerely congratulate all of us on this magnificent scientific holiday and achievement! Good luck to everyone!

Sincerely,
Rector of the National University
of Civil Defense of Ukraine, Lieutenant General
of the Civil Defense Service, Doctor of Science
in Public Administration, Professor

A handwritten signature in black ink, appearing to read 'V. P. Sadkoviychuk'. The signature is stylized and written over a light-colored background.

V. P. Sadkoviychuk

DEAR COLLEAGUES!



Congratulations with publication of № 4(24) 2020 of professional journal from public administration "Public management". Over the years of its existence and development, the journal has proven itself as a solid scientific publication that maintains the high scientific level and professionalism of its authors and publications.

**Sincerely,
Editor-in-Chief, Doctor of Science
in Public Administration, Professor,
Honored Lawyer of Ukraine**

The publication is distinguished by cooperation with reputable research institutions in the field of education, deep justification and unmistakable answers to the challenges of the time, a combination of seriousness and thoughtfulness with the usefulness and demand of a wide range of all those interested in social sciences and humanities.

The magazine gives to all of us a reason to think, research and innovate in the field of public administration.

In the issue of the magazine you will get acquainted with the existing standards of the World Health Organization, with the disclosure of their features and areas of regulation; with foreign experience of state-civil partnership in the field of blood donation, in the aspect of activity of public associations concerning development of donation in the states; with the main directions of the state policy in the field of culture on the basis of the system analysis and features of its realization.

I wish you further scientific success, many interesting publications, grateful authors and good luck in all creative endeavors!

Y. O. Romanenko

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DEMOCRATIC PRINCIPLES OF THE GOVERNANCE

Abstract. The article examines the democratic principles of public administration. Objectivity is the most important feature of democratic principles of public administration. Democratic principles of public administration include political, economic and cultural principles providing freedom to all people in society. Democracy is one of the main functions of public administration, which shows that government should protect human rights to freedom of speech and religion, right to equal protection under the law and ability to organize and participate in political, economic and cultural life of society. Modern processes of democratization have led to cancellation of greater electoral qualifications. This applies to discriminatory electoral qualifications, which are completely eliminated in different countries. This contributes to the democratization of administrative processes. Democratic principles of public administration are based on the theoretical concept of democracy that is formed by human civilization. Democratic principles of public administration having the power and means to express the will of the people. The fight for democracy throughout history shows that democratic prin-

ciples of public administration are important today. They are possible if they are based on the principle of pluralism together with other principles and require universal importance for modern democracy. Democratic principles of public administration consist in interaction with social processes of democratic society development. They are the direct representation of people as the main subject of democratic relations. The participation of people in public administration is based on freedom of meetings and associations, which make efforts to better understand how to achieve the results of risk identification and management and to measure the impact of public administration accountability. People have equal rights not only during elections, but also in other social life: economic and cultural. They have the ability to influence affairs through social forms of democracy.

Keywords: democratic principles, public administration, democracy, freedom, society.

ДЕМОКРАТИЧНІ ПРИНЦИПИ ДЕРЖАВНОГО УПРАВЛІННЯ

Анотація. Розглянуто демократичні принципи державного управління. Об'єктивність — це найважливіша риса демократичних принципів державного управління. Демократичні принципи державного управління включають політичні, економічні та культурні принципи, які дають свободу всім людям суспільства. Демократія — одна з основних функцій державного управління, яка показує, що уряд повинен захищати права людини на свободу слова і релігії, право рівного захисту відповідно до закону і можливість організувати і брати участь у політичному, економічному і культурному житті суспільства. Сучасні процеси демократизації призвели до скасування цієї виборчої кваліфікації. Це стосується дискримінаційних виборчих кваліфікацій, які повністю усуваються в різних країнах. Це сприяє демократизації процесів державного управління. Демократичні принципи державного управління базуються стосовно теоретичних критеріїв демократії, яка формується людською цивілізацією, які мають владу і засоби для вираження волі людей. Боротьба за демократію упродовж історії показує, що демократичні принципи державного управління є важливими в теперішній час. Вони можливі, якщо базуються на принципі плюралізму у взаємодії з іншими принципами і вимагають універсальної важливості для сучасної демократії. Демократичні принципи державного управління полягають у взаємодії із соціальними процесами розвитку демократичного суспільства. Вони — пряма реалізація людей як головного предмета демократичних відносин. Участь людей у державному управлінні будується на свободі зібрань та асоціацій, які докладають зусиль для того, щоб краще зрозуміти те, як краще досягти результатів ідентифікації та керування ризиками та вимірювати вплив підзвітності державного управління. Люди мають рівні права не тільки під час виборів, але і в іншому соціальному житті: економічному і культурному. Вони мають можливість впливати на справи через соціальні форми демократії.

Ключові слова: демократичні принципи, державне управління, демократія, свобода, суспільство.

ДЕМОКРАТИЧЕСКИЕ ПРИНЦИПЫ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. Рассмотрены демократические принципы государственного управления. Объективность — это наиболее важная черта демократических принципов государственного управления. Демократические принципы государственного управления включают политические, экономические и культурные принципы, которые обеспечивают свободу всем людям общества. Демократия — это одна из основных функций государственного управления, которая показывает, что правительство должно защищать права человека на свободу слова и религиозность, право равной защиты в соответствии с законом и возможность организовывать и принимать участие в политической, экономической жизни общества.

Современные процессы демократизации привели к отмене самой электоральной квалификации. Это касается дискриминационных электоральных квалификаций, которые полностью устраняются в разных странах. Это способствует демократизации процессов государственного управления. Демократические принципы государственного управления базируются относительно теоретических критериев демократии, формируются человеческой цивилизацией, и которые имеют власть и средства для выражения воли людей.

Борьба за демократию на протяжении истории показывает, что демократические принципы государственного управления являются важными в настоящее время. Они возможны, если базируются на принципе плюрализма во взаимодействии с другими принципами и требующие всеобщей важности для современной демократии. Демократические принципы государственного управления заключаются во взаимодействии с социальными процессами развития демократического общества.

Они — прямая реализация людей как главного объекта демократических отношений. Участие людей в государственном управлении строится на свободе собраний и ассоциаций, которые прилагают усилия для того, чтобы лучше понять то, как лучше достичь результатов идентификации и управления рисками и измерять влияние подотчетности государственного управления. Люди имеют равные права не только во время выборов, но и в другой социальной жизни: экономической и культурной. Они имеют возможность влиять на дела через социальные формы демократии.

Ключевые слова: демократические принципы, государственное управление, демократия, свобода, общество.

Problem statement. Democratic principles of public administration are a social phenomenon preceding the emergence of first public entities. The main features of democratic principles of public administration are inherent in the ancient periods of civilization. Even at that time, the main principle

of administration was social one, which included the interests of the majority of community as a whole. [1]

Now, it is important to distinguish such democratic principles of public administration as political and social, which include participation of people in public administration and their equality in various fields. Objectivity is the most important feature of democratic principles of public administration.

Democratic principles of public administration apply to all types of executive activity and to all administrative structures operating in the state; and these principles are the most important principles of public administration. We can acknowledge that democracies understand that one of the main functions of public administration is to protect human rights such as freedom of speech and religion, right to equal protection under the law and ability to organize and participate in political, economic and cultural life of society.

Analysis of studies and publications. Democratic principles of public administration are analyzed by such scientists as Kovbasiuk K. O., Vashchenko Yu. P., Surmin Yu. P., Klein A., Kozakov V. M., Latyhina N., Radysch Ya., Atwood B., Bassiouni Ch., Skakun O. F., Kolodii A. F., Yalovy V. I. and others. We can acknowledge that they consider the importance of democratic principles of public administration in the current development of society. Democratic principles of public administration can help different countries to develop their societies in a democratic way. The scientists analyze the democratic principles of public administration, as they want to show that

they are important for all people if they want to live in a modern society and have political, economic and cultural freedom.

Purpose of the article is to analyze the democratic principles of public administration today.

Statement of basic material. Democratic principles of public administration ensure free elections for all citizens of the state. We can acknowledge that democratic principles of public administration include not only the rights, but also the responsibility of people to participate in political systems protecting their rights and freedoms. Democratic principles meet the values of tolerance, cooperation and compromise [2].

Democratic principles of public administration are manifested in the interaction of basic principles: general, special and structural.

General principles maintain the value dimension of democracy as a form of social organization that operates on the principle of democracy as a sequence of human rights and freedoms. Special principles are based on the balance of value orientations in relation to public officers. Structural principles ensure the unity of state power in three dimensions: legal, political and organizational. [3]

One of the functions of democratic principles of public administration is to establish and support various levels of society. As for the economic levels of society, there are links between production processes, employees, stages of material and information flows, entities and objects of administration. The external links are very specific in public administration and include interna-

tional, political, economic and cultural relations in modern society [1].

Democratic principles of public administration can be based on general theoretical criteria and principles of democracy, which are formed by human civilization and are viewed in terms of culture of the people. This could be implemented through an objective mechanism of economic development [4].

We can acknowledge that form of realization of the people's sovereignty is one of the main mechanisms for forming democratic principles of public administration.

The study of democratic principles of public administration allows better understanding the essence of modern society and making it more democratic. The administrative practice in Ukraine shows that some democratic principles of public administration are systematically violated, which makes the relevance of our study more obvious [5].

The basic principles of public administration are political freedom and right of the people to determine and change the laws protecting human rights. We can acknowledge that freedom has equality and inequality between people.

The equality of people means that they follow the laws. Political, religious, ethnic and social equality should be guaranteed by the government. Democratic principles of public administration can be created more openly to reflect the desires of the people. It is necessary to improve the democratic principles of public administration by attracting more people and improving democracy can give them more power. The fight for democracy throughout history shows that democratic prin-

ciples of public administration are important today.

Democratic principles of public administration should always be modern and innovative. As a result of implementation of these principles, the role of public administration and allocation of functions between state and society, as well as participation of people in elections, are being reconsidered [6].

The local elections are held freely according to international standards and without any fraud. People are the center of social activity and they are involved in clearly defined ways of public administration at local level. All people can have a voice in decision-making directly or through public administration representing their interests. All votes consider adoption, including allocation of resources. The participation of people in public administration is based on freedom of meetings and associations, which make more concerted efforts to better understand how to achieve the results of risk identification and management and to measure the impact of public administration accountability. The study of principles of public administration is important at the present stage of development of public administration [7].

Democratic principles of public administration are based on the right of all people to participate in public administration, and they require the existence of representative institutions at all levels and in parliament. Democratic principles of public administration can be represented in parliament, which has the power and means to express the will of the people through legislation and supervision over the government actions [8].

We can assume the existence of a certain form of democratic principles of public administration, which can include equality of elections and equality of political influence, including pluralism, which means a variety of social phenomena and expands the range of political elections and allows not only pluralism of opinions, but also political pluralism with different programs and charters operating within the laws.

Democratic principles of public administration are possible when they are based on the principle of pluralism in combination with other principles and become common for modern democracy [9].

Modern processes of democratization have led to cancellation of the highest electoral qualifications. This applies to discriminatory electoral qualifications, which are completely eliminated in different countries. This concerns the democratization of public administration processes [5].

Democratic principles of public administration are manifested in the interaction with social processes of democratic society development [3].

The main objects of evaluation and measurement of democratic principles of public administration should be the system of government institutions, administrative structures, modern society and economy. People should be involved in all these subsystems according to criteria and indicators characterizing the democracy of public administration [10].

Democratic principles of public administration are the direct embodiment of people as the main subject of democratic relations and are manifested through participation in public admi-

nistration, which means participation in elections and ability to influence affairs through social forms of democracy and economic development, which is important for the most developed society [11].

We can acknowledge that for the development of modern societies, the economic independence provides the foundation for people to be free in their actions. Democratic principles include economic pluralism, which can control the power of government [2].

Conclusions. Thus, we can acknowledge that democratic principles of public administration are studied through the analysis of democratic processes of society development at the present time, when people can be involved in various social processes under the influence of democracy. Modern process of democratization is based on pluralism, which includes economic, political and cultural characteristics. Democratic principles can include equal rights of people not only in elections and compliance with law, but also in other social processes of modern society development. The democratic principles of public administration are political freedom and right of the people to determine and change the laws protecting human rights.

Political freedom is very important for all people, because they want to be free in their minds, to be able to express their opinions according to democratic processes. We can acknowledge that the study of democratic principles of public administration requires further study.

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ORGANIZATION OF ACTIVITIES OF THE NATIONAL ANTI-CORRUPTION BUREAU OF UKRAINE AND ITS PLACE IN THE SYSTEM OF STATE AUTHORITIES OF UKRAINE

Annotation. Corruption has only been perceived as a particularly dangerous socio-political phenomenon in the last three or four decades. Interest in this problem has grown markedly at the turn of the XX–XXI centuries: it was estimated that in the early 1990s the word “corruption” appeared in influential media on average about 500 times a year, and at the beginning of the XXI century, this figure increased dozens of times. This indicates an increasing threat of corruption to the national security of any state. This understanding of this phenomenon has shaped a broad approach to the development of in-depth anti-corruption programs by international organizations and individual developed countries. The

first of them had the main purpose of destroying not so many corrupt practices as the kleptocrats themselves. Today, there are a large number of specialized anti-corruption institutions in the world, which have organizational and functional features, depending on the national, cultural, legal, and administrative characteristics of each country.

On October 5, 1995, the Law of Ukraine “On Combating Corruption” was adopted. It defines the legal and organizational principles of preventing corruption, detecting and stopping its manifestations, restoring the legal rights and interests of individuals and legal entities, and eliminating the consequences of corruption. The law contains a list of anti-corruption bodies, which include the relevant units of the Ministry of Internal Affairs of Ukraine, the Security Service of Ukraine and the Prosecutor’s Office of Ukraine. In 1998, they were joined by newly created units of the tax police, and in 2003 by the Military Law Enforcement Service in the Armed Forces of Ukraine.

Despite the intensification of the work of law enforcement agencies of Ukraine to combat corruption expansion, the growth rate of the latter could not be stopped. This has led to the perception of Ukraine in the world as a corrupt state with an unfavorable investment climate, the penetration of corruption in most relations between the population and the government, the creation of deep distrust of the state’s ability to ensure constitutionally guaranteed rights and freedoms.

The scale of corruption in the country in the late 1990s and mid-2000s showed that attempts to overcome it in a society with a high level of tolerance to corruption without the creation of a truly independent state body with real powers would be in vain.

Keywords: National Anti-Corruption Bureau of Ukraine, anti-corruption activities, fight against corruption, prevention and counteraction of corruption.

ОРГАНІЗАЦІЯ ДІЯЛЬНОСТІ НАЦІОНАЛЬНОГО АНТИКОРУПЦІЙНОГО БЮРО УКРАЇНИ ТА ЙОГО МІСЦЕ В СИСТЕМІ ОРГАНІВ ДЕРЖАВНОЇ ВЛАДИ УКРАЇНИ

Анотація. Як особливо небезпечне соціально-політичне явище корупцію почали сприймати лише в останні три-чотири десятиліття. Помітно зріс інтерес до цієї проблеми на зламі ХХ–ХХІ століть: було підраховано, що на початку 1990-х років слово “корупція” зустрічалося у впливових засобах масової інформації у середньому близько 500 разів на рік, а на початок ХХІ століття цей показник збільшився в десятки разів. Це вказує на наростання загрози корупції національній безпеці будь-якої держави. Таке розуміння означеного явища зумовило широкий підхід до розробки міжнародними організаціями й окремими розвиненими країнами поглиблених антикорупційних програм. Перші з них мали головною метою знищення не так корупційної практики, як самих корупціонерів. У світі на сьогодні існує значна кількість спеціалізованих інституцій з протидії корупції, які мають організаційні та функціональні особливості залежно від національних, культурних, правових та адміністративних особливостей кожної країни.

5 жовтня 1995 року прийнято Закон України “Про боротьбу з корупцією”, яким визначено правові та організаційні засади запобігання корупції, виявлення та припинення її проявів, поновлення законних прав та інтересів фізичних і юридичних осіб, усунення наслідків корупційних діянь. Закон містить перелік органів з протидії корупції, до складу яких увійшли відповідні підрозділи Міністерства внутрішніх справ України, Служби безпеки України та прокуратури України. У 1998 році до них долучилися новостворені підрозділи податкової міліції, а в 2003 Військової служби правопорядку в Збройних силах України.

Незважаючи на активізацію роботи правоохоронних органів України щодо протидії корупційній експансії, темпів зростання останньої зупинити не вдалося. Це призвело до сприйняття України у світі як корумпованої держави з несприятливим інвестиційним кліматом, проникнення корупції у більшість відносин між населенням і владою, породження глибокої недовіри людей до спроможності держави забезпечити гарантовані Конституцією їхні права і свободи.

Масштаби поширення корупції в країні наприкінці 1990-х — середині 2000-х років засвідчили, що спроби подолати її в суспільстві з високим рівнем толерування корупції без створення справді незалежного державного органу з реальними повноваженнями залишатимуться марними.

Ключові слова: Національне антикорупційне бюро України, антикорупційна діяльність, боротьба з корупцією, запобігання та протидія корупції.

ОРГАНИЗАЦИЯ ДЕЯТЕЛЬНОСТИ НАЦИОНАЛЬНОГО АНТИКОРРУПЦИОННОГО БЮРО УКРАИНЫ И ЕГО МЕСТО В СИСТЕМЕ ОРГАНОВ ГОСУДАРСТВЕННОЙ ВЛАСТИ УКРАИНЫ

Аннотация. Как особо опасное социально-политическое явление коррупцию начали воспринимать лишь в последние три-четыре десятилетия. Заметно вырос интерес к этой проблеме на рубеже XX–XXI веков: было подсчитано, что в начале 1990-х годов слово “коррупция” встречалось во влиятельных средствах массовой информации в среднем около 500 раз в год, а к началу XXI века этот показатель увеличился в десятки раз. Это свидетельствует о нарастании угрозы коррупции национальной безопасности любого государства. Такое понимание этого явления обусловило широкий подход к разработке международными организациями и отдельными развитыми странами углубленных антикоррупционных программ. Первые из них имели главной целью уничтожение не так коррупционной практики, как самих коррупционеров. В мире сегодня существует значительное количество специализированных институтов по противодействию коррупции, которые имеют организационные и функциональные особенности, в зависимости от национальных, культурных, правовых и административных особенностей каждой страны.

5 октября 1995 был принят Закон Украины “О борьбе с коррупцией”, которым определены правовые и организационные основы предупреждения

коррупции, выявления и прекращения ее проявлений, восстановления законных прав и интересов физических и юридических лиц, устранения последствий коррупционных деяний. Закон содержит перечень органов по противодействию коррупции, в состав которых вошли соответствующие подразделения Министерства внутренних дел Украины, Службы безопасности Украины и прокуратуры Украины. В 1998 году к ним присоединились созданные подразделения налоговой милиции, а в 2003 — Военной службы правопорядка в Вооруженных силах Украины.

Несмотря на активизацию работы правоохранительных органов Украины в противодействии коррупционной экспансии, темпов роста последней остановить не удалось. Это привело к восприятию Украины в мире как корумпированного государства с неблагоприятным инвестиционным климатом, проникновению коррупции в большинство отношений между населением и властью, порождению глубокого недоверия людей к способности государства обеспечить гарантированные Конституцией их права и свободы.

Масштабы распространения коррупции в стране в конце 1990-х — середине 2000-х годов показали, что попытки преодолеть ее в обществе с высоким уровнем терпимости к коррупции без создания действительно независимого государственного органа с реальными полномочиями останутся тщетными.

Ключевые слова: Национальное антикоррупционное бюро Украины, антикоррупционная деятельность, борьба с коррупцией, предотвращение и противодействие коррупции.

Problem statement: European experience and the experience of other developed countries (USA, Israel, South Korea, Japan) convincingly shows that the fight against corruption is successfully solved mainly through the effective operation of the prosecutor's office, police and individual specialized units directly in law enforcement agencies, as well as all other law enforcement and administrative structures of the state and public formations. But this requires a successful socio-economic policy, an effective, democratic, and transparent system of government and independent law enforcement agencies, staffed with highly professional personnel with appropriate powers and adequate resources.

The Coordination Committee for Combating Corruption and Organized Crime under the President of Ukraine and the Prosecutor's Office have been tasked with coordinating the activities of law enforcement agencies to combat crime and corruption since Ukraine's independence. The Committee performed the function of coordinating the activities of all state bodies, which are obliged by law to carry out this combating, and its decisions were recognized as binding for the state bodies and officials to whom they are addressed. However, in 2001, with the adoption of the Law of Ukraine "On Amendments to the Law of Ukraine "On the Prosecutor's Office", the coordination function of the Prosecutor's

Office for Combating Crime was finally enshrined at the legislative level.

An important stage in combating corruption was the adoption in 2014 of several new anti-corruption laws, which were designed to improve the system of preventing and combating corruption in Ukraine. In particular, the laws of Ukraine “On Prevention of Corruption”, “On the principles of state anti-corruption policy in Ukraine (Anti-Corruption Strategy) for 2014–2017” and “On the National Anti-Corruption Bureau of Ukraine” had been passed.

Analysis of recent publications on research issues. Principles of organization of activity of law enforcement system of Ukraine and separate law enforcement bodies, as well as separate questions of activity of National anti-corruption bureau of Ukraine, were considered in the scientific works, in particular, of V. V. Halunko, R. V. Ihonin, E. S. Dmytrenko, V. V. Kovalska, A. M. Kulish, I. E. Danylieva, V. I. Maliuha, Yu. M. Domin, D. V. Pryimachenko, P. V. Shumskyi, M. K. Yakymchuk, S. P. Pohrebniak, R. V. Hrechaniuk, Z. A. Zahynei, O. M. Yurchenko, Yu. P. Bytiak, and others.

Purpose of the article. The purpose of the article is to consider the peculiarities of the organization of the National Anti-Corruption Bureau of Ukraine and to determine its place in the system of public authorities of Ukraine.

Presenting the main material of research. According to its administrative and legal status, the National Anti-Corruption Bureau of Ukraine is defined as a legal institution consisting of the following elements:

- functions, competence, and guarantees of their implementation;

- structure, order of creation and principles of activity;
- legal liability.

All these elements are enshrined in the rules of administrative law.

According to the Law “On the National Anti-Corruption Bureau of Ukraine” NABU is formed by the President of Ukraine under this and other laws of Ukraine [1]. The activities of NABU are carried out by its Director. He is also appointed and dismissed by the President of Ukraine in the manner prescribed by this Law. There is a certain danger in this. Article 106 of the Constitution of Ukraine contains an exhaustive list of powers of the President, and there are no such powers in it, which has been repeatedly emphasized in the scientific literature. [2, p. 57]. According to Art. 8 of the Constitution of Ukraine, its provisions have the highest legal force. Laws and other normative legal acts are adopted based on the Constitution of Ukraine and must comply with it. Under Part 2 of Art. 19 of the Constitution of Ukraine, state authorities, local governments, and their officials are obliged to act only on the basis, within the powers and in the manner prescribed by the Constitution and laws of Ukraine. It is clear that in such a situation the legitimacy of a body established in violation of the Basic Law is in doubt. The assumption is made that this issue can be resolved by making the necessary changes to the Constitution of Ukraine.

The National Bureau is a legal entity under public law, which consists of central and territorial offices, and their structure and staffing to ensure the implementation of its tasks is approved by the Director of NABU.

According to the law, the structure of NABU departments may include: subdivisions of detectives performing operative-search and investigative actions; information-analytical and operational-technical subdivisions; units that identify property that may be subject to confiscation or special confiscation; rapid response units, ensuring the safety of participants in criminal proceedings and ensuring the safety of employees; units of representation of interests in foreign jurisdictions; expert, financial, personnel and other departments.

It should be noted that in the structure of NABU, each unit is responsible for the implementation of its assigned functions and reports on the results of its activities to its Director. Only the Director of the said body has the right to appoint to the body or fill the relevant position. According to his orders, the staff list and the structure as a whole are approved. As of today, three NABU territorial offices have been established: in Lviv, Odesa, and Kharkiv. Directors of NABU territorial offices are appointed and dismissed by the Director of NABU, which is an additional confirmation of its independence and organizational and structural autonomy.

The Institute of Detectives of the National Anti-Corruption Bureau of Ukraine is new in the system of pre-trial investigation bodies. The activities of NABU detectives are aimed at investigating crimes already committed. But in recent years, many scholars have emphasized the need to expand the powers of detectives to prevent crime, right up to the creation of a separate unit of detectives, whose main purpose is not to prosecute, but to pre-

vent corruption, ie to detect crimes at the stage of preparation [3, p. 352].

Corruption takes many forms. It is often seen as a problem that mainly affects developing countries. But while the damage it causes is increasing in poorer countries, corruption has no national borders — it can be found anywhere.

An important area of NABU's activity is international cooperation. During 2017–2018, NABU concluded many cooperation agreements with the competent authorities of other states and other institutions. These include the Advisory Services Agreement with the Basel Institute of Management (The International Centre for Asset Recovery (ICAR) (2017); Cooperation agreement with the Estonian Center for Eastern Partnership (2017); Memorandum of Understanding with the FBI (Department for Combating International Corruption) (2017); Agreement with the National Anti-Corruption Directorate in the Prosecutor's Office at the Supreme Court of Cassation of Romania (2017); Agreement with the Central Anti-Corruption Bureau of the Republic of Poland (2017); Agreement on cooperation with the National Anti-Corruption Center of the Republic of Moldova in the field of preventing and combating corruption (2018); Memorandum of Understanding between the National Anti-Corruption Bureau of Ukraine and the European Investment Bank (2018).

In Ukraine, NABU cooperates with the National Bank of Ukraine, the State Property Fund of Ukraine, the Antimonopoly Committee of Ukraine, the National Agency for Prevention of Corruption, the State Border Guard Service, the State Tax and Customs Service, the central executive body implementing

state policy in the field of prevention and counteracting the legalization (laundering) of proceeds from crime, terrorist financing, and financing of proliferation of weapons of mass destruction, and other government agencies.

NABU interacts within the framework of criminal proceedings with an independent structural unit of the Prosecutor General's Office of Ukraine — the Specialized Anti-Corruption Prosecutor's Office. After all, this unit is responsible for supervising compliance with the law during operational and investigative activities, the pre-trial investigation by the National Anti-Corruption Bureau of Ukraine, support of public prosecution in relevant proceedings, representation of citizens or the state in court in cases provided by this Law, and related with corruption or corruption-related offenses.

Investigative and operational units of the National Police, the Security Service of Ukraine, the State Fiscal Service of Ukraine, and the State Bureau of Investigation are also the subjects of cooperation with the National Anti-Corruption Bureau of Ukraine in criminal proceedings on issues connected with the vindication of criminal proceedings and operational and investigative cases by decision of the Director of the Bureau, agreed with the prosecutor.

Since the beginning of its operation, the National Anti-Corruption Bureau of Ukraine has concluded agreements (memoranda) on cooperation and exchange of information with certain state bodies. O. Skomarov calls such interaction contractual and notes that the contractual interaction of the National Anti-Corruption Bureau of Ukraine with other state bodies is an

example of optimal establishment and improvement of its relations to perform the assigned tasks and functions [4].

Unlike the contractual one, the initial interaction of NABU with other state bodies does not provide for the conclusion of memoranda and agreements. It is implemented with the application of a wide range of rights of the National Bureau, provided by the Law of Ukraine "On the National Anti-Corruption Bureau of Ukraine" and other regulations.

Conclusion and prospects for further research. Thus, the National Anti-Corruption Bureau of Ukraine is a specially authorized state law enforcement body in the field of anti-corruption, which has a special administrative and legal status and is designed to prevent, detect, stop, investigate and disclose corruption offenses committed by senior government officials.

It is determined that the place of the National Anti-Corruption Bureau of Ukraine in the system of public authorities of Ukraine is determined primarily by the tasks of the Bureau defined by the current legislation of Ukraine. Based on the analysis of scientific sources, a position on the special status of the National Anti-Corruption Bureau of Ukraine is formulated, due to its functions, procedure, structure, powers, and principles of activity.

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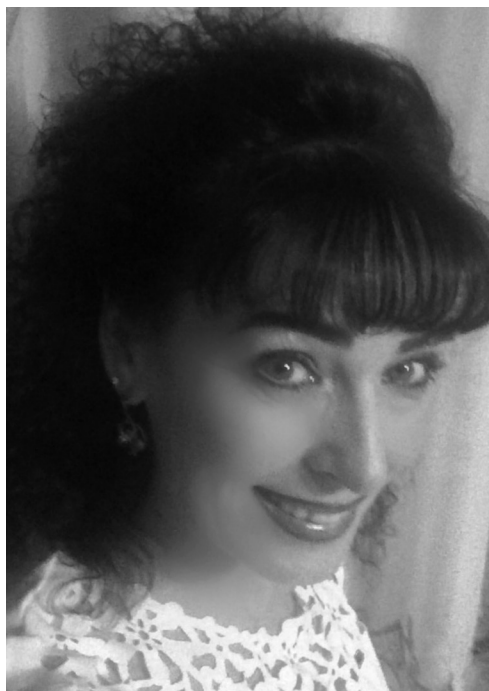
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FUNDAMENTALS OF PUBLIC ADMINISTRATION OF THE NATIONAL EDUCATION SYSTEM OF UKRAINE

Abstract. The article analyzes and reveals the importance of education as a state, social, personal value for the development of society, as the basis of socio-economic, spiritual, cultural, political development of society and its integration into the European and world community. The concept of state management of education as a type of professional activity aimed at creating conditions (organizational, personnel, material and financial, legal) life, functioning, development, improvement of educational institutions, improvement of the national education system to achieve this goal is generalized. It is established that the system of national education of independent Ukraine is an integral unity of state, municipal, private, corporate educational institutions of different directions and levels of accreditation. Significant differences in public administration of the education system in Soviet times and in independent Ukraine are analyzed. The content and significance of the conceptual principles of public administration of the national education system of Ukraine are revealed: the principle of statehood, scientificity, prognostic planning of public administration bodies and educational institutions, democratization, competence and professionalism of managers of educational sphere and optimization. The strategic tasks of the new structural organization “Ukrainian Academy of Public Administration under the President of Ukraine (UAPA)” are outlined. The structural components and levels of the state-public model of management of the national education system are determined: a) parliamentary-presidential; b) government-central; c) regional level (regional, city, district education departments); d) the level of direct management of educational institutions and the most educational: the powers of public officials at different levels; basic principles, leading directions of development of the national education system in Ukraine. It is proved that the optimal result of the activity of state administrators of the parliamentary-presidential and government-central levels is the creation of the New Ukrainian School. The basic principles of strategy and tactics of realization of educational and administrative innovations are substantiated; significant changes in the national education system, determined by the creation of the New Ukrainian School project (05-27.09. 2017), which will work

on the basis of partnership pedagogy, based on communication, interaction and cooperation between teacher, student and parents, and the development of the State Standard (August 21, 2018) training according to the programs of twelve-year complete general secondary education and the degree status of the school: primary school of the first degree – the beginning of classes from September 1, 2018; gymnasium – an educational institution of the second degree, which provides basic secondary education – the beginning of education from September 1, 2022; lyceum – an educational institution of the third degree, which provides specialized secondary education – the beginning of education from September 1, 2027.

The spectrum of the main competencies of the educated person, defined in the legislative documents of the educational branch for the purpose of development of the person, society on the basis of scientific knowledge is systematized, namely: free possession of the state language; ability to communicate in native (in case of difference from the state) and foreign languages; mathematical competence; competencies in the field of natural sciences, engineering and technology; innovation; environmental competence; information and communication competence; life-long learning; civic, social competencies related to the ideas of democracy, justice, equality of human rights, well-being and a healthy lifestyle, with an awareness of equal rights and opportunities.

Keywords: national education system of Ukraine; state management of education; improving the national education system; state-public model of national education system management, New Ukrainian School, competence.

ОСНОВИ ДЕРЖАВНОГО УПРАВЛІННЯ СИСТЕМОЮ НАЦІОНАЛЬНОЇ ОСВІТИ УКРАЇНИ

Анотація. Проаналізовано та розкрито значення освіти як державної, суспільної, особистісної цінності для розвитку соціуму, як основи соціально-економічного, духовно-культурного, політичного розвитку суспільства та інтеграції його в європейську та світову спільноту. Узагальнено поняття державного управління освітою як вид професійної діяльності, спрямованої на створення умов (організаційних, кадрових, матеріально-фінансових, правових) життєдіяльності, функціонування, розвитку, удосконалення навчального закладу, удосконалення системи національної освіти для досягнення поставленої мети. Встановлено, що система національної освіти незалежної України є цілісною єдністю державних, комунальних, приватних, корпоративних навчально-виховних закладів різних спрямувань та рівнів акредитації. Проаналізовано істотні відмінності в державному управлінні системою освіти в радянські часи та в незалежній Україні. Розкрито зміст і значення концептуальних принципів державного управління системою національної освіти України: принцип державності, науковості, прогностичного планування діяльності органів державного управління і закладів освіти, демократизації, компетентності та професіоналізму управлінців освітянською сферою діяльності та оптимізації. Окреслено стратегічні завдання нової

структурної організації “Українська Академія державного управління при Президентові України (УАДУ)”. Визначено структурні компоненти та рівні державно-громадської моделі управління системою національної освіти: а) парламентсько-президентський рівень; б) урядово-центрального рівень; в) регіональний рівень (обласні, міські, районні відділи освіти); г) рівень безпосереднього управління закладами освіти та виокремлено: повноваження державних управлінців різних рівнів; основні принципи, провідні напрями розвитку системи національної освіти в Україні. Доведено, що оптимальним результатом діяльності державних управлінців парламентсько-президентського та урядово-центрального рівнів є створення Нової української школи. Обґрунтовано основні принципи стратегії і тактики реалізації освітніх і управлінських новацій; узагальнено суттєві зміни в системі національної освіти, детерміновані створенням проекту Нової української школи (05-27.09.2017 р.), яка працюватиме на засадах педагогіки партнерства, в основі якої є спілкування, взаємодія та співпраця між учителем, учнем і батьками, та розробкою Державного стандарту (21.08.2018 р.) навчання за програмами дванадцятирічної повної загальної середньої освіти та ступеневого статусу школи: початкова школа I ступеня – початок занять з 1 вересня 2018 року; гімназія – навчальний заклад II ступеня, який забезпечує базову середню освіту – початок навчання з 1 вересня 2022 року; ліцей – навчальний заклад III ступеня, який забезпечує профільну середню освіту – початок навчання з 1 вересня 2027 року.

Систематизовано спектр основних компетентностей освіченої особистості, визначений в законодавчих документах освітньої галузі з метою *розвитку особистості, суспільства на основі наукових знань*, а саме: вільне володіння державною мовою; здатність спілкуватися рідною (у разі відмінності від державної) та іноземними мовами; математична компетентність; компетентності в галузі природничих наук, техніки та технології; інноваційність; екологічна компетентність; інформаційно-комунікативна компетентність; навчання впродовж життя; громадянські, соціальні компетентності, пов’язані з ідеями демократії, справедливості, рівності прав людини, добробуту та здорового способу життя, з усвідомленням рівних прав і можливостей.

Ключові слова: система національної освіти України; державне управління освітою; удосконалення системи національної освіти; державно-громадська модель управління системою національної освіти, Нова українська школа; навчальний заклад; компетентність.

ОСНОВЫ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ СИСТЕМОЙ НАЦИОНАЛЬНОГО ОБРАЗОВАНИЯ УКРАИНЫ

Аннотация. Проанализировано и раскрыто значение образования как государственной, общественной, личной ценности для развития социума, как основы социально-экономического, духовно-культурного, политического развития общества и интеграции его в европейское и мировое сообщество. Обобщено понятие государственного управления образованием как

вид профессиональной деятельности, направленной на создание условий (организационных, кадровых, материально-финансовых, правовых) жизнедеятельности, функционирования, развития, совершенствования учебного заведения, усовершенствование системы национального образования для достижения поставленной цели. Установлено, что система национального образования независимой Украины представляет собой целостное единство государственных, коммунальных, частных, корпоративных учебно-воспитательных заведений разных направлений и уровней аккредитации. Проанализированы существенные различия в государственном управлении системой образования в советские времена и в независимой Украине. Раскрыто содержание и значение концептуальных принципов государственного управления системой национального образования Украины: принцип государственности, научности, прогностического планирования деятельности органов государственного управления и учреждений образования, демократизации, компетентности и профессионализма управленцев образовательной сферой деятельности и оптимизации. Определены стратегические задачи новой структурной организации “Украинская Академия государственного управления при Президенте Украины (УАДУ)”. Определены структурные компоненты и уровни государственно-общественной модели управления системой национального образования: а) парламентско-президентский; б) правительственно-центральный; в) региональный уровень (областные, городские, районные отделы образования); г) уровень непосредственного управления учебными заведениями и выделены: полномочия государственных управленцев различных уровней; основные принципы, ведущие направления развития системы национального образования в Украине. Доказано, что оптимальным результатом деятельности государственных управленцев парламентско-президентского и правительственно-центрального уровней является создание Новой украинской школы. Обоснованы главные принципы стратегии и тактики реализации образовательных и управленческих новаций; обобщены существенные изменения в системе национального образования, детерминированы созданием проекта Новой украинской школы (05–27.09.2017 р.), которая будет работать на принципах педагогики партнерства, в основе которой является общение, взаимодействие и сотрудничество между учителем, учеником и родителями, и разработкой Государственного стандарта (21.08.2018 р.) обучения по двенадцатилетней программе полного общего среднего образования и ступенчатого статуса школы: начальная школа I степени – начало занятий с 1 сентября 2018; гимназия – учебное заведение II степени, которое обеспечивает базовое среднее образование – начало обучения с 1 сентября 2022; лицей – учебное заведение III степени, которое обеспечивает профильное среднее образование – начало обучения с 1 сентября 2027.

Систематизирован спектр основных компетенций образованной личности, определенный в законодательных документах образования с целью развития личности, общества на основе научных знаний, а именно: свободное

владение государственным языком; способность общаться на родном (при отличии от государственной) и иностранных языках; математическая компетентность; компетентность в области естественных наук, техники и технологии; инновационность; экологическая компетентность; информационно-коммуникативная компетентность; обучение в течение жизни; гражданские, социальные компетентности, связанные с идеями демократии, справедливости, равенства прав человека, благополучия и здорового образа жизни, с осознанием равных прав и возможностей.

Ключевые слова: система национального образования Украины; государственное управление образованием; совершенствование системы национального образования; государственно-общественная модель управления системой национального образования, Новая украинская школа; учебное заведение; компетентность.

Formulation of the problem. In the social progress of mankind, education as a complex socio-economic phenomenon is an extremely important branch of cognitive-developmental, educational and labor activity. Education and science build the future of the individual, the state, humanity as a whole. “Education forms the intellectual, cultural, spiritual state of society” [1]. Education, along with health and life, is the highest value of human existence, as it is the driving force behind the development of personal abilities and the ability to create better living and working conditions. But education is not only a personal value, education is a state and public value.

In Ukraine, education as the basis of socio-economic, spiritual, cultural, political development of society, its integration into the European and world community is a state priority, as it contributes to the life and economic development of society.

In a market economy, civilizational globalization, demand for high stan-

dards of knowledge, competencies, a variety of educational services, creativity and creative approach to solving production problems, we see qualitative transformations of educational reality – “education without borders”, global educational space that leads to renewal. education, to reforms, to change the tasks of education and its role. Increasing the role of knowledge, which is the driving force of economic growth on a global scale; development of information technologies, expansion of communicative interaction, intellectual capital determine the emergence of the global labor market.

Globalization processes in the world affect the education system directly – the growth of funding and indirectly – the harmonization of acquired knowledge and skills to the requirements of the changing global labor market. The modern school is not able to meet all the changes and challenges that globalization requires from the education system, because there is a problem of inequality of educational opportunities for children

from families with different economic status. After all, children must be prepared for a future-oriented life.

Educational reforms carried out in Ukraine, updating the paradigm of education, educational methods, use of information and computer technologies, demographic, ethnic changes, integration into the European educational space not only significantly affect the foundations of educational institutions of all levels of accreditation, but also require development new concepts, principles and technologies of national education system management.

Management of the education system in the state, finding ways to develop and improve it, bringing it into line with the set of social relations, national characteristics, political and economic processes is a pressing issue. The education system functions and is improved through management. "Modernization of management mechanisms is becoming an important means of educational development in Ukraine" [2]. Thus, the management of education, its reform in accordance with the requirements and challenges of today is an urgent problem.

The set of issues related to the development and formation of the New Ukrainian School (NUS) leads to the reform and the system of public administration of national education, which (management system) must respond flexibly to today's requirements and be in harmony with society.

The social determinism of the problem of public administration of the national education system, the importance of the educational industry, the role of education in the economy, in the life of society necessitated a special study of the basics of public adminis-

tration of the national education system of Ukraine.

Analysis of recent research and publications. The analysis of the scientific and pedagogical literature showed that the problem of managing the national education system is actively and variously studied. The concept of strategic management, technology management of the educational environment is studied in the works of M. Bratko [3]. Conceptual principles, structure, functions, models of higher education management in Ukraine are developed in the works of M. Duduk, S. Krysiuk, P. Kudel, S. Maiboroda.

Peculiarities of the system of national education in Ukraine and its state management, pedagogical management, O. Mykhailychenko considers and considers that management is a purposeful influence of a set of measures on the team in order to organize, regulate, coordinate, team activities for proper use of effort, time and financial support [4].

Scientific bases of general education management, problems of school management were investigated by G. Yelnikova, V. Grigorash; functions, forms and methods of activity of the head of the school — P. Drobiazko, G. Dmytrenko; state quality management of general secondary education — T. Lukina; issues of management of innovative development of a secondary school, management models, socio-cultural processes and technologies — L. Kalinina, M. Rudakevich.

Innovative processes in education are considered by a number of researchers — Yu. Babansky, Y. Gilbukh, I. Zyazyun and others, as activities related to the creation and use of new elements of solving managerial and

pedagogical problems in the traditional management system. In the opinion of I. Bogdanova, V. Krychevsky, A. Pidlasy, innovative processes in education are the result of a creative search for non-standard management solutions that ensure the quality of educational services.

Problems of theory and practice of education system management, in particular, forms, methods of work of the school director on the organization of educational and educational-cognitive processes were raised in the works by V. Bondar, V. Grigorash, B. Kobzar, Y. Konarzhevsky, V. Sukhomlinsky.

The purpose of the article is to acquaint, systematize and generalize the basics of public administration of the national education system in Ukraine; in the separation of functions, powers of managers of the educational sector at all levels of the model of public administration; in determining the impact of management activities on the development and improvement of the national education system in Ukraine.

Presenting main material. Education management is a type of professional activity that is aimed at creating conditions (organizational, personnel, material and financial, legal) life, functioning, development, improvement of the educational institution, in general, the national education system to achieve this goal. Public administration of the national education system ensures the streamlining of the educational sphere through forecasting, adoption, implementation of regulatory and coordinating decisions on the optimal operation of a holistic education system.

The system of national education of independent Ukraine, in our opinion,

is an integral unity of state, municipal, private, corporate educational institutions of different directions and levels of accreditation: nurseries, kindergartens, schools, gymnasiums, lyceums, colleges, special schools for people with special educational needs. needs that require correction of physical or mental development (sanatorium schools, social rehabilitation, training and rehabilitation centers), as well as out-of-school educational institutions of various directions – sports, art, cultural, technical, courses, higher education institutions – universities, academies, continuing academies education.

The art of professional management of the national education system in Ukraine on the basis of humane national consciousness, mutual respect between the ethno-national diversity of our state is based on conceptual laws, principles, management technologies, management models.

The management of the education system in Soviet Ukraine on the basis of the principle of “democratic centralism” was in fact command-and-control. In Soviet times, a centralized – pyramidal model of education management was built and brought to a certain level of perfection, the executive structure of which included: ministries of education (public education, secondary special, higher education); departmental ministries and educational institutions of various profiles and levels; Higher Attestation Commission (HAC) for evaluation and legitimization of scientific, scientific and pedagogical staff of high levels; Academy of Pedagogical Sciences (APS) as the main tool of scientific support of the educational process [5].

After 1991, when Ukraine became an independent state, there were significant changes in the national education sector, which determined the changes in the system of public education management. In independent Ukraine, a new structural organization, the Ukrainian Academy of Public Administration under the President of Ukraine (UAPAPU), was established.

Public administration of the national education system in Ukraine is in accordance with the Constitution of Ukraine and the Laws of Ukraine "On Education" and is based on the following basic principles: a) the principle of statehood, which provides that the activities of managers at all levels of government aimed at developing independent Ukraine and national education; b) the principle of scientificity, according to which the model of education management is based on scientific theories of organization of multifaceted activities in the field of education; c) the principle of prognostic planning of public administration bodies and educational institutions, taking into account the real conditions and opportunities; d) the principle of democratization provides for the optimal combination of initiative-subjective, collegial and administrative forms of organization of national education management; e) the principle of competence and professionalism of managers in the field of education; e) the principle of optimization means the need to use in the management of education such forms and methods of organization of activities, through which you can achieve the goal with minimal time and effort [6, p. 7].

Ukrainian theory of public administration of the national education system in modern conditions is under development and renewal, due to changes in socio-economic conditions of society, the transition to a market economy, the crisis of authoritarian management methods, the need to find an effective model of public administration.

The Constitution and Laws of Independent Ukraine on Education define the model of public administration of the national education system, the structure of which (model) includes several levels: a) parliamentary-presidential level, which determines the strategy of education development by adopting Laws on Education, Presidential Decrees; b) the government-central level of government is represented by the Ministry of Education and Science, Youth and Sports of Ukraine, which has planning, management and control functions; c) regional level (oblast, city, district education departments) of education management, which have transforming, organizational, executive, controlling functions; d) the level of direct management of educational institutions (rector, vice-rector, director, deputies) and the educational process itself (teachers, teachers, class teachers, educators), which have organizational, executive, supervisory functions.

The state national program "Education" (Ukraine of the XXI century) defines the state-public model of management of the national education system of Ukraine, highlights the powers of central and local government and public self-government to analyze and characterize the activities of educational institutions [8].

In the National Doctrine of Education Development in Ukraine, the state-public model of education system management is supplemented by the need to take into account regional features, expand the autonomy of educational institutions, democratize management, take into account public opinion in making informed management decisions [9].

Public self-government and state-public administration in the field of education is carried out on the principles defined in the Law of Ukraine “On Education” (2017), Article 70, paragraph 8: a) the priority of human and civil rights and freedoms; b) the rule of law; c) mutual respect and partnership; d) representativeness of public self-government bodies, public associations and other civil society institutions and the legal capacity of their employees; e) the obligation to consider the proposals of the parties; f) priority of conciliation procedures; g) transparency, openness and publicity; g) the obligation to comply with the agreements reached; h) mutual responsibility of the parties [7].

According to Article 69, paragraphs 1, 2 of the Law of Ukraine “On Education” (2017), state control in the field of education is exercised by the central executive body to ensure the quality of education in order to implement a unified state policy in the field of education, proper quality of education and educational activities. The basic principles of the national education system in Ukraine are defined by the Constitution of Ukraine, article 6 [7]: – accessibility for every citizen of all forms and types of educational services provided by the state, including for people with special

educational needs, including inclusive local education residence; – equality of conditions of each person for full realization of his abilities, talent and comprehensive development; – humanism, democracy, priority of universal spiritual values; – organic connection with world and national history, culture and traditions; – independence of education from political parties, public, religious organizations; – scientific and secular nature of education; – integration with science and industry; – relationship with education in other countries; – flexibility and predictability of the education system; – unity and continuity of the education system; continuity, lifelong learning, diversity of education; – a combination of public administration and public self-government.

To move from the traditional model of the educational process in the system of national education, which was based on the assimilation and reproduction of information, information from any field to a model that will meet the needs of today, namely, comprehensive harmonious development of personality, when its competence is perceived as goods in market conditions, qualitative changes are needed not only in the forms, methods, means, content of education, but also in the mechanisms of state management of educational activities.

The Law of Ukraine “On Education” (№ 2145-VIII of 05-27 September 2017) as a basic law in the field of education defines the legal basis for the organization and operation of educational institutions, bylaws which do not narrow the content and scope of constitutional rights of citizens for education. The state “pyramid” of education management includes the following

components: the Ministry of Education and Science, Youth and Sports (MES of Ukraine); ministries and departments of Ukraine; Higher Attestation Commission of Ukraine (HAC); Ministry of Education of the Autonomous Republic of Crimea; local bodies of state executive power and local self-government bodies and education management bodies subordinated to them [7].

The Ministry of Education and Science, Youth and Sports (MES of Ukraine) as the central body of state executive power in the field of education, as an element of the state “pyramid”, carrying out strategic management, identified the main directions of national education in Ukraine: democratization, humanization of education; spiritual orientation; European standards, European level of quality and accessibility of education; social security of pedagogical, scientific and pedagogical staff; development of society on the basis of scientific knowledge.

Article 11 of the Law of Ukraine “On Education” (2017) defines the range of powers of the MES from determining the general strategy of education, state educational standards, curricula, from accreditation of higher education institutions, certification, licensing to ensure the issuance of textbooks, methodological literature, to the certification of scientific and pedagogical staff, to the inspection and examination of educational innovations.

The Law of Ukraine “On Education” (2017) approves the basic principles, provisions on the basis of which the strategy and tactics of implementation of educational and managerial innovations are determined. One of the main innovations is compulsory 12-year se-

condary education as a project of the New Ukrainian School (NUS), created on the principles of partnership, in which teachers listen to children’s opinions, teach to think critically, not be afraid to express their opinions and apply knowledge in life situations.

The new Ukrainian school will work on the basis of partnership pedagogy, which is based on communication, interaction and cooperation between teacher, student and parents. Students, parents and teachers, united by common goals and aspirations, are voluntary and interested like-minded, equal participants in the educational process, responsible for the end result – diverse, intellectual development of the student’s personality, education of the Man of the Future [10].

Implementation of the New Ukrainian School project development strategy took place in accordance with the Government’s decisions – adoption of the State Standard of Education for twelve-year complete general secondary education and school status (August 21, 2018): primary school of the first degree – classes start on September 1, 2018; gymnasium – an educational institution of the second degree, which provides basic secondary education – the beginning of education from September 1, 2022; lyceum – an educational institution of the third degree, which provides specialized secondary education – the beginning of education from September 1, 2027.

One of the priorities of NUS is to create a high-quality inclusive educational environment by opening first-grade classes / groups in educational institutions where children with special needs study.

Establishment of the Coordination Council by the Government decision of 21.12.2018 to facilitate the implementation of the NUS project; signing a Memorandum of Cooperation between the Ministry of Education and Science of Ukraine and the Lego Foundation on the use of Lego constructors in 1st grades (November 26, 2018); international cooperation between the Ministry of Education and Science and the American Board of Education; announcement of the project “Finnish Support” – a tender for the purchase of consulting services; Government decision on additional funding of educational institutions for internetization, computerization, purchase of school buses and cars for the IRC (September 3, 2019); The opening of a teacher training center for NUS at the Ukrainian Academy of Public Administration is a small list of government decisions at the government-central level.

The activities of state administrators at the regional level and direct organizers of the educational process are aimed at implementing the strategy and tactics of state policy in education, improving national education, improving the efficiency and optimality of the educational process, achieving the European standard of education quality. Therefore, managers at all levels of the model of public administration of the national education system should be highly competitive professionals.

A professional civil servant is a person who has professional knowledge in the field of management, in which the culture and readiness for managerial activity is formed. The managerial functions of the head of an educational institution depend on the processes taking

place in the country, on changes in the socio-economic situation in the country and the strategy for the development of national education as a social system.

In particular, the main functions of the state manager are – the head of the educational institution: analytical, which consists in identifying and analyzing various problems of the educational institution (personnel, logistics, financial, team relations, etc.), objective assessment of the situation, the educational institution. and identifying trends in its development; planning, anticipation of effective activity of pedagogical collective and development of educational institution; organizational function is to organize the activities of the team (purpose, objectives, ways to achieve, deadlines); control – through monitoring of achievement of the purposes, comparison of standards, norms and a real condition of activity of scientific and pedagogical, pedagogical collectives. Public control, which has a humanistic character, stimulates successful activity, motivates the subjects of pedagogical interaction to self-development and self-improvement; the function of regulation is to adjust the consequences of control and allows you to maintain the system of the educational institution at the optimal level and streamline all subsystems [11].

Public administrators in the field of education must have the principles of strategy and tactics of management, be ready to use them effectively in their activities; know the patterns of development of the educational sector; laws, trends in innovation management and know the basics of business economics. The interaction of management entities should be in partnership, consolidating

different points of view to achieve the goal – the development of society on the basis of scientific knowledge, the acquisition of a wide range of competencies.

This range of basic competencies of an educated person is defined in the “National Doctrine of Education Development” [9], “State National Program” Education “(Ukraine of the XXI century)” [8], in the main provisions of the Law of Ukraine “On Higher Education” (2014), “On Education” (2017), [7] in the Decree of the President of Ukraine “On the National Strategy for the Development of Education in Ukraine until 2021” (2013) [12], in the conceptual provisions of the New Ukrainian School, namely: free possession in the state language; ability to communicate in native (in case of difference from the state) and foreign languages; mathematical competence; competencies in the field of natural sciences, engineering and technology; innovation; environmental competence; information and communication competence; lifelong learning; civic, social competencies related to the ideas of democracy, justice, equality of human rights, well-being and a healthy lifestyle, with an awareness of equal rights and opportunities.

We believe that the most likely way to achieve a noble and meaningful goal for the individual, for society, for the state as a whole – personal development, society based on scientific knowledge, acquisition of a wide range of competencies – is teaching and educating children in the educational environment of the New Ukrainian School. on the basis of partnership pedagogy. Training in NUS takes place on the basis of the activity approach, introduction of integrative and project training.

The main task of partnership pedagogy is to overcome the inertia of thinking, the transition to a qualitatively new level of building relationships between participants in the educational process. This task is implemented in the joint activities of teachers and students, teachers and parents, which involves mutual understanding, common interests and aspirations for the personal development of students [10].

An important feature of NUS for students is the creation of an educational environment in which attitudes toward children change – respect, equality, child-centeredness, the desire to find the optimal individual approach and way to effective learning. In the process of learning, children will acquire key competencies as a dynamic combination of knowledge, skills, thinking, attitudes, values, and other personal qualities that determine a person’s ability to successfully socialize, carry out professional and / or further educational activities. Thus, a core of knowledge is formed, which will be superimposed on the ability to use this knowledge, as well as the values and skills that will be needed by NUS graduates in professional and private life [12].

Significant changes are taking place in the subject-subject, subject-object interaction between the teacher, the parents, the educational institution and the state. Parents can influence the educational process, as well as the use and control of finances (budgetary and charitable) by creating public self-government.

Educational institutions of the New Ukrainian School received more freedom and responsibility: personnel autonomy – appointment of deputies;

election of the school principal by competition for no more than two terms of 6 years; fixed-term contracts for principals and teachers; The Ministry of Education and Science offers standard training programs, but requires compliance with the State Standard on the volume and quality of knowledge; the teacher gets the freedom to: choose the author's teaching materials, methods, additions to the program or create your own; assessment of real achievements of students and determination of what children should know, be able to at a certain stage of learning; introduction of the Ministry of Education and Science of Ukraine instead of attestation of primary school teachers, their certification – voluntary professionalism check, which motivates, promotes professional and personal growth, as well as provides teachers with financial motivation – 20 % salary increase.

Conclusions. Thus, public administration of the national education system ensures the ordering of the educational sphere through forecasting, adoption, implementation of regulatory and coordinating decisions on the optimal operation of the integrated national education system in Ukraine, operates on the basis of humane national consciousness, mutual respect between ethnocultural diversity of our state. conceptual patterns, principles, management technologies, management models. Public administration of the national education system in Ukraine is in accordance with the Constitution of Ukraine and the Laws of Ukraine “On Education” and is based on basic principles: a) the principle of statehood, b) scientific, c) the principle of prognostic planning of public administration

and educational institutions, d) democratization, e) competence and professionalism of managers, e) the principle of optimizing the management of the national education system. The structure of the state-public model of governance of the national education system includes several levels: a) parliamentary-presidential level, which determines the strategy of education development by adopting the Laws “On Education”, Presidential Decrees; b) government-central – represents the Ministry of Education and Science, Youth and Sports of Ukraine, which has planning, management and control functions; c) regional level (oblast, city, district education departments) of education management, which have transforming, organizational, executive, controlling functions; d) the level of direct management of educational institutions (rector, vice-rector, director, deputies) and the educational process itself (teachers, teachers, class teachers, educators), which have organizational, executive, supervisory functions.

The impact of management on the development and improvement of the national education system in Ukraine, the implementation of educational and managerial innovations today is manifested in: the creation of the New Ukrainian School (NUS), approved by the Law of Ukraine “On Education” (2017); in the adoption of the State standard of education for the programs of twelve-year complete general secondary education and the degree status of the school (August 21, 2018): primary school of the first degree; gymnasium – an educational institution of the second degree, which provides basic secondary education; Lyceum – a third-level education

nal institution that provides specialized secondary education. One of the priorities of NUS is to create an inclusive educational environment by opening in educational institutions of the first degree classes / groups in which children with special needs study. The concept of the New Ukrainian School is the pedagogy of partnership. The main task of partnership pedagogy is to overcome the inertia of thinking, the transition to a qualitatively new level of building relationships between participants in the educational process. This task is realized in the joint activities of teachers and students, teachers and parents, which involves mutual understanding, common interests and aspirations for personal development of students noble and meaningful goal for the individual, for society, for the state as a whole – development of personality, society based on scientific knowledge, acquisition of a wide range of competencies.

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REFORM OF THE ADMINISTRATIVE-TERRITORIAL STRUCTURE OF THE SUBREGIONAL LEVEL (DISTRICTS)

Abstract. The article deals with the final line of decentralization and as a confirmation of this is the approval of 24 long-term plans of regions that cover 100 % of their territory. The prospect of approaching the completion of the main stage of the reform is shown. It is noted that long-term plans will be the basis of the new administrative-territorial structure of Ukraine at the basic level. It is established that today's event is a significant achievement and result of a long process of reform of the Ministry of Community Development and Territories of the Government of Ukraine support of all developers of long-term plans, participants in consultations and discussions to the professional community, thanks to clear work and while adhering to the planned schedule of legislative support for the completion of the reform of local self-government and territorial organization of power.

It is proved that the next step in the formation of a new subregional level is the introduction and adoption by the Parliament of a draft act on the liquidation and formation of new districts. But the main task of the new districts is not to provide municipal services, but effective public administration on the territory. Thus, when approving the territories of territorial communities and creating new districts, we can talk about the completion of the main stage of the reform of the administrative-territorial structure. Also, after the approval of the territorial structure at the level of communities and districts, it is planned to amend or revise the Laws of Ukraine *On Local Self-Government in Ukraine* and *On Local State Administrations* to delineate powers between authorities. Besides, a bill on the principles of the administrative-territorial organization will be submitted to the Parliament, which will determine the procedure for making changes to the administrative system in the future.

Keywords: decentralization, reform, local self-government, subregional level.

РЕФОРМУВАННЯ АДМІНІСТРАТИВНО-ТЕРИТОРІАЛЬНОГО УСТРОЮ СУБРЕГІОНАЛЬНОГО РІВНЯ (РАЙОНІВ)

Анотація. Розкрито фінішну пряму децентралізації та як підтвердження цього є затвердження 24 перспективних планів областей, які покривають 100 % їх території. Показано перспективу наближення до завершення основних етапів реформи. Зазначено, що перспективні плани стануть основою нового адміністративно-територіального устрою України базового рівня. Встановлено, що сьогоднішньою подією є значний здобуток та результат тривалого процесу реформи Міністерства розвитку громад і територій уряду України підтримки всіх розробників перспективних планів, учасників консультацій та обговорень у професійній спільноті, завдяки чіткій роботі та наразі дотримування запланованого графіка законодавчого забезпечення щодо завершення реформування місцевого самоврядування та територіальної організації влади.

Обґрунтовано, що на черзі формування нового субрегіонального рівня, тобто внесення на розгляд та ухвалення Парламентом проекту акта про ліквідацію та створення нових районів. Але головне завдання нових районів — це не надання муніципальних послуг, а ефективне державне управління на території. Таким чином, при затвердженні територій територіальних громад і створенні нових районів можна говорити про завершення основного етапу реформи адміністративно-територіального устрою. Також після затвердження територіального устрою на рівні громад і районів планується внесення змін або ж нові редакції Закону України “Про місцеве самоврядування в Україні” та “Про місцеві державні адміністрації”, щоб чітко розмежувати повноваження між органами влади. Крім цього, буде внесено до Парламенту проект закону про засади адміністративно-територіального устрою, яким визначатиметься порядок внесення змін до адмінтерустрою у майбутньому.

Ключові слова: децентралізація, реформування, місцеве самоврядування, субрегіональний рівень.

РЕФОРМИРОВАНИЕ АДМИНИСТРАТИВНО-ТЕРРИТОРИАЛЬНОГО УСТРОЙСТВА СУБРЕГИОНАЛЬНОГО УРОВНЯ (РАЙОНОВ)

Аннотация. Раскрыта финишная прямая децентрализации и как подтверждение этого является утверждение 24 перспективных планов областей, которые покрывают 100 % их территории. Показана перспектива приближения к завершению основного этапа реформы. Отмечено, что перспективные планы станут основой нового административно-территориального устройства Украины базового уровня. Установлено, что сегодняшнее событие является значительным достижением и результатом длительного процесса реформы Министерства развития общин и территорий правительства Украины поддержки всех разработчиков перспективных планов, участников консультаций и обсуждений в профессиональном сообществе, благодаря четкой работе и пока соблюдению запланированного графика законодательного обеспечения по завершению реформирования местного самоуправления и территориальной организации власти.

Обосновано, что на очереди формирование нового субрегионального уровня, то есть внесение на рассмотрение и принятие парламентом проекта акта о ликвидации и создании новых районов. Но главная задача новых районов — это не предоставление муниципальных услуг, а эффективное государственное управление на территории. Таким образом, при утверждении территорий территориальных общин и создание новых районов можно говорить о завершении основного этапа реформы административно-территориального устройства. Также после утверждения территориального устройства на уровне общин и районов планируется внесение изменений или новые редакции Закона Украины “О местном самоуправлении в Украине” и “О местных государственных администрациях”, чтобы четко разграничить полномочия между органами власти. Кроме того, будет внесен в парламент проект закона о принципах административно-территориального устройства, которым будет определяться порядок внесения изменений в админтер-устройства в будущем.

Ключевые слова: децентрализация, реформирование, местное самоуправление, субрегиональный уровень.

Problem statement. Ukraine has laid the constitutional foundations of local self-government, ratified the European Charter of Local Self-Government, and adopted many basic regulations that create the legal and financial bases for the activities of local self-government bodies.

However, since the adoption of the Constitution of Ukraine and basic regulations on local self-government, the development of local self-government has been carried out only at the level of territorial communities of regional cities, as the vast majority of territorial communities due to their excessive

fragmentation and extremely weak material and financial base powers of local governments [1–6; 3].

The system of local self-government today does not meet the needs of society. The functioning of local governments in the majority of territorial communities does not provide formation and maintenance of a conducive living environment required for the full development of man, his self-realization, protection of his rights, the provision by local authorities, they created institutions and organizations of high quality and accessible administrative, social and other services in the relevant territories.

Analysis of recent researches and publications. The problem of reforming the administrative-territorial system of the subregional level (districts) was considered by domestic scientists and politicians Vitalii Bezgin, Ihor Koliushko, Viacheslav Nehoda, Oleksii Chernyshov, and others [2; 3; 4; 6].

The purpose of the article is to study reforming the administrative-territorial structure of the subregional level (district clusters).

Presentation of the main research material. Analysis of information sources showed that there are 490 districts in Ukraine only. So, the same number of district councils and district state administrations. The functionality of all of them is the same, but the load is very different due to the different size and population of the areas. For example, in Ukraine there are 6 districts with a population of up to 10 K people, in 9 districts live more than 100 K people, in 3 districts more than 150 K. With the same functions, the amount of work is different. Also, 26 districts are already fully covered

by affluent communities, 173 districts are 50% or more covered by communities. The vast majority of powers have been transferred to communities from district-level authorities. That is, the system is not balanced. Therefore, it is time to address the issue of government reorganization at the district level. And this must be done before the next local elections, which are scheduled for October 2020 [2, 5].

The researchers note that the goal of the reform of local self-government and territorial organization of power is to form an effective local government and an optimal system of territorial organization of power to create and maintain a full-fledged living environment for citizens, provide high-quality and affordable public services, establish institutions of direct democracy, meet the interests of citizens in all spheres of life in the relevant territory, coordinate the interests of the state and amalgamated territorial communities. The goal is to implement the Ministry of Communities and Territories Development on the draft format of future districts: their number and composition in each region and the Autonomous Republic of Crimea, which sent for approval to central executive bodies, regional administrations and associations of local governments [4].

The agency noted that the maps of future districts were prepared based on proposals from regional state administrations and long consultations with associations and the expert community, and stressed that this is only the first project document that is still subject to change during approvals and preliminary discussions at the Government level, before its approval.

On June 12, at an extraordinary meeting, the Government supported the draft resolution of the Verkhovna Rada of Ukraine on the formation and liquidation of districts in all regions of Ukraine, as well as the draft resolution on the formation and liquidation of districts in the Autonomous Republic of Crimea.

On July 1, the Committee on the Organization of State Power, Local Self-Government, Regional Development and Urban Planning recommended to the Verkhovna Rada to adopt the Draft Resolution No. 3650 on the formation and liquidation of districts. The final decision on the liquidation and formation of new districts of Ukraine within the framework of the reform of local self-government and territorial organization of power will be made by the Verkhovna Rada.

On July 17, 2020, the Information Department of the Office of the Verkhovna Rada of Ukraine announced the adoption of the Formation and Liquidation of Districts Resolution. The corresponding decision was supported by 238 people's deputies at minimum necessary 226 people's deputies. Thus, in Ukraine, the existing 490 districts are liquidated and 136 new districts are formed [5].

It is envisaged that the boundaries of districts shall be established along the outer border of the territories of rural, settlement, and urban territorial communities that are part of the respective district, and elections of deputies to district councils in liquidated districts shall not be held.

According to the document, the liquidation and formation of districts in the temporarily occupied territories of

the Autonomous Republic of Crimea, Donetsk and Luhansk regions will be carried out after the return of these territories to the general jurisdiction of Ukraine (restoration of the territorial integrity of Ukraine and restoration of the powers of state authorities on the relevant territory following the procedure established by the legislation of Ukraine).

There were several options for future districts, both from experts and from regional state administrations. All of them were widely discussed this year and the last one. Following the instructions of the Cabinet of Ministers of Ukraine (CMU), the regional state administrations submitted their proposals based on the Methodological Recommendations on the Criteria for the Formation of Administrative-Territorial Units of the Subregional (District) Level. The Recommendations set a lower limit for the population in the future district: 150 thousand inhabitants. This criterion, in turn, is based on the Nomenclature of Territorial Units NUTS 3 of the European Union [3, 4].

One of the reasons is the huge disparities in the parameters of existing districts, which do not meet modern requirements for the organization of effective local government. For comparison, Polissia (Kyiv Oblast) is the smallest district in Ukraine in terms of the population where 5,622 people live here (as of 01.01.2019), Kharkiv is the largest district with a population of 182,100 (as of 01.02.2016).

There are 490 districts in Ukraine. With the reform of local self-government and territorial organization of power, 26 districts are fully covered by amalgamated territorial communities,

at the level of which almost all powers of district state administrations and district councils have been transferred within the framework of decentralization of power. The territories of 164 districts are covered by ATC from 50% to 99%. This means that the RSAs of these districts exercise their powers in less than half of their territory. And only in 75 districts (16%), no ATC has been formed. The RSA institute is fully operational in 75 districts only.

The Ministry of Regional Development draws attention to the fact that districts are artificial entities for the organization on their territory, first of all, of the state executive power, and the key here is maximum efficiency with minimum costs for its maintenance. The services that citizens used to receive in the district centres will be provided at the level closest to the people: the community level, as is already the case today in the amalgamated territorial communities, in the Centres for the Provision of Administrative Services.

‘The formation of new districts will ensure compliance of the system of administrative-territorial organization of the district level with modern requirements and European standards. It will also help to determine a reasonable territorial basis for the activities of executive bodies and local governments,’ the Minister of Community Development and Territories of Ukraine Oleksii Chernyshov said during a meeting of the Committee [6].

‘We will recommend the parliament to adopt the wording of the resolution, which has been finalized in the Committee. This is not because there are any conflicts or misunderstandings with the Ministry. We realized that

due to lack of time certain things will have to be decided at the level of the Verkhovna Rada, but with the involvement of specialists from the Ministry of Regional Development,’ Vitalii Bezgin, People’s Deputy of Ukraine, Chairman of the Subcommittee on Administrative and Territorial Structure commented [2].

As reported, the next local elections in October 2020 are to be held on a new territorial basis of communities and districts. After the local elections, all communities will be released from the influence of the district (district authorities). The district will have its powers and sources of budget, and they will not intersect, as we have in the current system, with the powers and resources of communities. All communities will be equal in status and will have direct inter-budgetary relations with the state. All communities will have the authority and resources that cities of regional importance now have. The main function of districts will be the coordination of territorial subdivisions of executive bodies [4, 6].

The Chairman of the Centre for Political and Legal Reforms, a participant in the Save Decentralization: District Enlargement and Local Elections 2020 expert discussion Ihor Koliushko recalled the main arguments for the need to reform districts.

‘First, the districts should be enlarged in terms of convenience and efficiency of the organization of executive bodies. Life has long forced the executive branch to consolidate. But the process was chaotic. And now often people just do not understand where to go, under whose jurisdiction they are. Even the officials themselves do

not quite understand this. To stop all this, a new subregional (district) level is needed.

Second, reform needs to be done to protect local self-government in communities. For me, it is paradoxical when some experts claim that enlarged areas will threaten communities. The opposite is true. To protect local self-government in communities, the district level must be raised, removed from communities. If there are one or two communities in the district, they will inevitably conflict with the district state administrations.

Third, today 490 district councils have a lot of common property on their balance sheets. If we want to use this property in the interests of communities, the best way is to liquidate the districts, because the newly enlarged districts will simply not need most of this property and it will pass to the communities.

And one more thing: the country needs a new administrative-territorial system. Properly organized, it stimulates the development of both the political system and culture, as well as economic and investment development.

If the district reforms do not take place within the last two parliamentary weeks, we will lose at least five years of development' [3].

No village, town, or city budgets will depend on the district anymore. All 1,470 territorial communities, the boundaries of which were recently approved by the Government, will switch to direct inter-budgetary relations with the state budget. This also follows from the *On Amendments to the Budget Code of Ukraine to Align the Provisions*

of Budget Legislation in Connection with the Completion of Administrative-Territorial Reform bill No. 3614, which was registered in the Parliament. The bill is one of the legal document packages for the reform of local self-government and territorial organization of power [6].

'There is no more interference of the district in the budgets of communities. In the amalgamated territorial communities, some people have probably forgotten what it is like to ask for money in the district every time because after the unification they switched to direct inter-budgetary relations with the state budget. And those communities that are still out of reform, and there are about 6,500 of them, can only dream of such a thing. And the dreams still come true, given that all 1,470 amalgamated territorial communities, the boundaries of which were recently approved by the Government, will be in direct inter-budgetary relations with the state budget from January 2021. Rumours that now all local budgets will be 'driven under the district' again are from the evil one,' the Deputy Minister of Community and Territorial Development Viacheslav Nehoda commented on "Decentralization" [4].

Based on the bill, revenues and expenditures are differentiated between the budgets of districts and territorial communities. It is proposed to exclude district budgets from the system of horizontal equalization. That is, district budgets will not receive a basic subsidy and will not be in direct inter-budgetary relations with the state budget.

Formation of district budgets will be carried out at the expense of:

Own income:

- Income tax of enterprises and financial institutions of communal property, the founder of which is the district council;

- Fees for licenses and certificates of economic activity issued by the RSA;

- Rent for the use of communally owned property, the founder of which is the district council;

- Rent for water bodies provided by RSA and district councils (before delimitation between communities), and

- Other income.

Grants and subventions that can be sent from other budgets.

The budgets of 1,470 amalgamated territorial communities, according to the current budget and tax legislation, will be in direct inter-budgetary relations with the state budget. Among their main revenues:

- 60 % Income Tax;

- Local taxes and fees;

- Rent payments;

- Excise Tax;

- Income from the use of municipal property;

- Fee for administrative services provision; and

- Transfers (grants, subventions), etc.

Thus, all 1,470 amalgamated territorial communities will be independent: the district authorities will not have any administrative and financial influence on them.

The formation of new districts was preceded by the formation of affluent communities, such as those that can address issues of local importance and provide affordable and quality services for the population. Most of the powers have been transferred and will be addi-

tionally transferred to the level of communities and services that community residents used to receive in district centres, now receive (or will receive) in their community: either through the Centre for the Provision Administrative Services (CPAS), or community administration services carries out through remote workplaces of the CPAS administrators, and where such centres have not yet been established; communities use the instrument of inter-municipal cooperation signing a cooperation agreement with the neighbouring community, where the CPAS already operates. And even today in the practice of community activities as the mobile CPAS is also a remote workplace, but which can move between settlements and receive citizens and provide services in any community. Thus, residents of communities will not need to go to district centres for administrative services [1].

Conclusions. Therefore, the new administrative structure of the sub-regional cluster level will allow the state to establish more efficient work of the state executive power at the local level. As reported, on June 12, the Cabinet of Ministers at a meeting agreed on draft resolutions of the Verkhovna Rada on the formation and liquidation of districts, according to which it was proposed to eliminate the existing 490 districts and create 129 new districts. However, the final version of Resolution No. 3650 On the Formation and Liquidation of Districts, additionally agreed by the relevant committee, provides for the formation of 136 new districts.

According to the Resolution, borders of districts are established on the

external border of territories of rural, settlement, city territorial communities which are a part of the corresponding district. The Central Election Commission is instructed to ensure the formation of constituencies and local elections following the administrative-territorial structure.

The Resolution shall enter into force on the day following the day of its publication, except for the items on liquidation and formation of districts in the temporarily occupied territories of the Autonomous Republic of Crimea and the cities of Sevastopol, Donetsk and Luhansk oblasts, which shall enter into force upon Ukraine and restoration of powers of public authorities of Ukraine in the relevant territory).

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STANDARDS OF WORLD HEALTH ORGANIZATION IN HEALTH CARE

Abstract. Healthcare is a fundamental human right and one of the main conditions for prosperity and development. Given the importance of high-level healthcare, there is an objective need for the establishment and operation of a separate organization responsible for regulatory and normative activities in this area. As a result, a specialized agency was established within the United Nations – the World Health Organization (WHO). The areas of activity of this organization are the adoption of norms, standards, programs, etc. in the field of healthcare. A significant set of these documents are standards that set the boundaries within which to develop a particular area of healthcare. The presence of a wide range of

standards, as well as the lack of their proper reflection in the scientific literature necessitates their further study.

Therefore, the scientific article defines the role of the World Health Organization in the field of healthcare, as well as examines the history of this organization. The degree of reflection of research topics in the scientific literature is determined. The results of the WHO activity are analyzed, and also the organizational structure through which there is a realization of its functions is defined. Thus, it is determined that as of 2020 WHO has 194 member-states, and its activities are carried out through 6 regional offices.

In addition, the article identifies the main standards adopted by the WHO in terms of healthcare, namely: Standards of good pharmacy practice, the WHO international standards for osteopathy, GCP standards – good clinical practice, GMP – good manufacture practice, GLP – good laboratory practice, and Standards for organ, tissue and cell transplantation, immunization and Standards for orthosis and prosthetics. We have considered the features of each of them, as well as areas of application. In addition, an important feature of these standards is the voluntary nature of their application in the practice of healthcare in member-countries, as well as their definition not of specific areas of their application, but only a kind of framework in which this process should take place.

Keywords: WHO, Standards of good pharmacy practice, International Standards for osteopathy, GCP Standard, GMP Standard, GLP Standard, organ, tissue and cell transplantation Standards, immunization Standard, Standards of orthosis and prosthetics.

СТАНДАРТИ ВСЕСВІТНЬОЇ ОРГАНІЗАЦІЇ ОХОРОНИ ЗДОРОВ'Я У СФЕРІ ОХОРОНИ ЗДОРОВ'Я

Анотація. Висвітлено, що охорона здоров'я є основоположним правом людини і однією з головних умов процвітання та розвитку. Враховуючи значення забезпечення охорони здоров'я на високому рівні, виникає об'єктивна необхідність у створенні та функціонуванні відокремленої організації, відповідальної за регуляторну та нормативну діяльність у даній сфері. Відтак, було створено спеціалізовану установу в складі Організації об'єднаних націй – Всесвітню організацію охорони здоров'я (ВООЗ). Напрямами діяльності цієї організації є: прийняття нормативів, стандартів, програм тощо у сфері охорони здоров'я. Вагомий комплекс з-поміж даних документів складають стандарти, за допомогою яких встановлюються межі, в яких має розвиватись той чи інший напрям охорони здоров'я. Наявність широкого переліку стандартів, а також відсутність їх належного відображення у науковій літературі зумовлюються необхідністю їх подальшого вивчення.

Розглянуто роль Всесвітньої організації охорони здоров'я у сфері охорони здоров'я, а також досліджено історію її виникнення. Визначено ступінь відображення тематики дослідження у науковій літературі. Проаналізовано результати діяльності ВООЗ, а також визначено організаційну структуру, через яку відбувається реалізація її функцій. Встановлено, що станом на 2020 рік до

складу ВООЗ входить 194 країни-члени, а її діяльність здійснюється через 6 регіональних бюро.

Визначено основні стандарти, які прийняті ВООЗ в частині охорони здоров'я, а саме: стандарти належної аптечної практики, міжнародні стандарти ВООЗ по остеопатії, Стандарти GCP — належної клінічної практики, GMP — належної виробничої практики, GLP — належної лабораторної практики, а також стандарти трансплантації органів, тканин та клітин, імунізації та стандарти ортезування та протезування. Розглянуто особливості кожного з них, а також напрями застосування. Поруч із цим, вадливою рисою цих стандартів є добровільний характер їх застосування у практиці функціонування сфер охорони здоров'я країн-членів, а також визначення ними не конкретних напрямів їх застосування, а лише своєрідних рамок, в яких цей процес має відбуватися.

Ключові слова: ВООЗ, стандарти належної аптечної практики, міжнародні стандарти по остеопатії, Стандарт GCP, Стандарт GMP, Стандарт GLP, стандарти трансплантації органів, тканин та клітин, стандарт імунізації, стандарти ортезування та протезування.

СТАНДАРТЫ ВСЕМИРНОЙ ОРГАНИЗАЦИИ ЗДРАВООХРАНЕНИЯ В СФЕРЕ ЗДРАВООХРАНЕНИЯ

Аннотация. Освещено, что здравоохранение является основополагающим правом человека и одним из основных условий процветания и развития. Учитывая значение обеспечения охраны здоровья на высоком уровне, возникает объективная необходимость в создании и функционировании обособленной организации, ответственной за регуляторную и нормативную деятельность в данной сфере. Следовательно, было создано специализированное учреждение в составе Организации Объединенных наций — Всемирную организацию здравоохранения (ВОЗ). Направлениями деятельности данной организации является принятие нормативов, стандартов, программ и т. д. в сфере здравоохранения. Большой комплекс среди данных документов составляют стандарты, с помощью которых устанавливаются пределы, в которых должно развиваться то или иное направление здравоохранения. Наличие широкого перечня стандартов, а также отсутствие их должного отражения в научной литературе обусловлено необходимостью их дальнейшего изучения.

Рассмотрена роль Всемирной организации здравоохранения в сфере здравоохранения, а также исследована история возникновения данной организации. Определена степень отображения тематики исследования в научной литературе. Проанализированы результаты деятельности ВОЗ, а также определена организационная структура, спустя которую происходит реализация ее функций. Определено, что по состоянию на 2020 год в состав ВОЗ входит 194 страны-члены, а ее деятельность осуществляется через 6 региональных бюро.

Определены основные стандарты, принятые ВОЗ в части здравоохранения, а именно: стандарты надлежащей аптечной практики, международные

стандарты ВОЗ по остеопатии, Стандарты GCP — надлежащей клинической практики, GMP — надлежащей производственной практики, GLP — надлежащей лабораторной практики, а также стандарты трансплантации органов, тканей и клеток, иммунизации и стандарты ортезирования и протезирования. Рассмотрены особенности каждого из них, а также направления применения. Рядом с этим, порочной чертой этих стандартов является добровольный характер их применения в практике функционирования сфер здравоохранения стран-членов, а также определения ими не конкретных направлений их применения, а только своеобразных рамок, в которых этот процесс должен происходить.

Ключевые слова: ВОЗ, стандарты надлежащей аптечной практики, международные стандарты по остеопатии, Стандарт GCP, Стандарт GMP, Стандарт GLP, стандарты трансплантации органов, тканей и клеток, стандарт иммунизации, стандарты ортезирования и протезирования.

Formulation of the problem. Ensuring the effectiveness of the healthcare sector is the foundation for the realization of the rights to its protection among the entire population of the planet. Therefore, within each state the postulates of construction of system of public healthcare services characteristic of it are defined. However, the constant development of the international relations, with the deepening of globalization, push the boundaries of the international cooperation, adding to its composition and the field of healthcare. With this in mind, the World Health Organization was created, the preamble of which emphasizes that the state's achievements in improving healthcare are a value for all, from individual countries to the world community as a whole. One of the activities of this organization is the coordination of the member-states to build national healthcare systems by developing norms, standards and various programs. The presence of a signifi-

cant list of standards that determine the principles of construction of the components of the healthcare system determines the relevance of the study, and the lack of a structured list of the WHO standards in the domestic scientific literature that operate in the world further increase the value of this study.

Analysis of the recent research and publications. In the domestic scientific literature the WHO standards in the field of healthcare, unfortunately, are considered only in fragments and do not receive proper definition. Thus, Pasivchnyk O. considered the WHO standards in the field of organ transplantation, Gala L. the standards of good pharmacy practice, Lynnyk S. studied the implementation of the WHO European strategy for the prevention and control of viral diseases, and Shafransky V. covered the use of documents of the World Health Organization in the development of public healthcare in Ukraine. At the same time, such domestic and foreign scien-

tists as D. Clark, N. Kryzyna, V. Lehan, Z. Chernenko, N. Handel considered in their works the provisions of certain international agreements in the field of healthcare, studied the peculiarities of the functioning of the national healthcare systems of different countries, etc. However, the presence of a sector of unexplored issues necessitates in-depth study of research topics.

Purpose of the article. In view of the above, the purpose of this research is to study the existing standards of the World Health Organization in the field of healthcare with the disclosure of their features and areas of regulation.

Presentation of the main research material. The WHO is a specialized agency within the United Nations whose mission is to ensure that all peoples achieve the highest possible level of health. As of the beginning of 2020, the organization has 194 member-countries [1]. The most important document of the WHO – the statute, which was adopted in 1946, defines the functions of the organization that includes the establishment of international standards in the production and circulation of food, medicine, biological and other products [2]. An important remark is that the regulations of this organization are not mandatory, and the direction of their implementation in a mandatory or recommendatory form is determined directly at the level of individual member-states of the organization.

Over the past few years, the WHO's healthcare efforts have yielded visible results and brought the healthcare sector to the top of the political agenda. These issues began to be discussed at political forums, additional financial

resources are directed to this area, and so on.

In order to best define the development priorities of the healthcare sector by region and to maintain close links with the needs of the healthcare systems of the member-countries, the main activities of the World Health Organization are carried out through its regional offices and representative offices. Thus, there are regional offices for Africa, America countries, Southeast Asia, the Eastern Mediterranean, the European Regional Office and the Office for the Western Pacific [1].

The Office of the WHO European Region, which includes 53 countries, including Ukraine, is located in Copenhagen (Denmark) and is headed by the Regional Director. In addition, it includes 4 branch offices, as well as offices located in 30 member-countries [1]. Numerous documents, decrees, decisions, declarations of the specialized medical organization – WHO, which relate to certain areas of combating adverse events in the field of morbidity, as well as improving the level of medicine around the world are very important for specific areas of medicine and undoubtedly form the basis for thorough research and practical actions by healthcare system organizers in the member-countries. One of the types of such documents are the WHO standards, the structure of which can be schematically depicted using Fig. 1.

Starting to analyze the data shown in Fig.1 it should be noted that this list is not exhaustive, but at the same time includes standards that are most widely used by the WHO member-countries. Let us consider them in more detail.

Let us start with the study of the structure of standards of good pharmacy practice (GFP), which were developed by the WHO together with the International Pharmaceutical Federation in 1993, with their subsequent update in 1997 and 2011 [3, p. 88].

The beginning of their use in Ukraine began with the order of the Ministry of Health (MOH) No. 455 of 30.05.2013, which recommended their use in healthcare facilities as a basis for improving the quality of medical care, as well as an information base to form a list of standards of good pharmacy practice [4]. The purpose of the good pharmacy practice standards is to improve the health of people and

help those who have health problems through the effective and efficient use of medicines [5].

However, at the same time, pharmacists, along with other healthcare professionals and patients, must take responsibility for the end result of treatment. In addition, it should be noted that the GFP standards set only a certain framework within which each the WHO member-state develops its own national standards to provide its citizens with quality medicines and related pharmacy products, as well as professional advice and information. Their application in the practice of forming national pharmacy practices is only of a recommendatory nature.

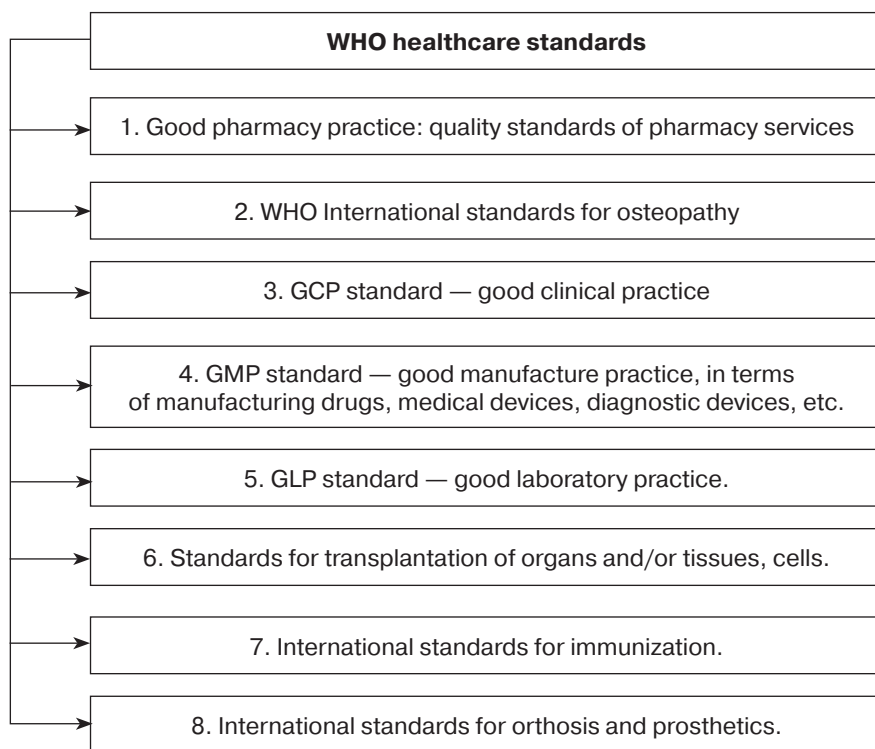


Fig. 1. The structure of the WHO standards in the field of healthcare

Source: author's own development based on [1; 3; 5; 7; 8; 9; 10; 11]

In addition, given the continuous development of the pharmaceutical industry and the desire of the pharmaceutical professionals to provide their services at the highest level, the process of improving the pharmaceutical supply of the population through the application of good pharmacy practice is also becoming continuous and requires proper information to maintain its effectiveness. It should be noted that the professional standards of pharmacy practice in most countries are developed by professional associations, which are responsible for their observance, to ensure the interests of healthcare, safety and welfare of the population.

As already mentioned, the WHO common standards are adapted separately to the national standards of its member-countries. Therefore, we will analyze the professional standards of good pharmacy practice in the world using Table 1.

Thus, from the table we can see that although the application of standards of good pharmacy practice differs in the WHO member-countries, but all of them have their own characteristics, namely the focus on improving the quality of pharmaceutical services and assessing the level of their provision.

In addition, it should be noted that the evaluation of the effectiveness of measures taken to implement the GFP standards is carried out using the following indicators that are defined in a special WHO project on the development and implementation of standards in pharmacies of the newly independent states [5]:

- structure indicators: applied to pharmaceutical establishments, equip-

ment and persons to assess the necessary elements;

- process indicators: used in the assessment of technical and interpersonal activities over a period of time;

- return indicators: used in assessing achievements;

- performance indicators: aimed at assessing the consequences of achievements and determining their impact on the final consumer.

The next standard that we study in the scientific article is the WHO International Standard for osteopathy. The practice of using this area of medicine — osteopathy is relatively new. Its essence is to be treated with the help of hands of a doctor-osteopath. Due to such a primitive direction of treatment, this direction of medicine has not been recognized for a long time by the doctors-supporters of the traditional medicine, which was expressed in frequent manifestations of underestimation of osteopathy, which is wrong.

Taking into account the importance of a new direction of medicine and the development of a mechanism for its implementation in the medical practice around the world, the WHO has developed the International Standards for osteopathy, which defines the philosophy and characteristics of this treatment, models of structure-function relationships within this approach. In addition, the standards describe the process of training osteopaths-doctors that should last at least 3.5–4 years and include sections specified in them. The final element in the structure of the International Standards for osteopathy is a description of contraindications to the use of this area of medicine [6].

Table 1

Professional standards of good pharmacy practice in different countries

Country	Document	Institution responsible for development	Assignment of standards
Great Britain	Professional standards of public healthcare practice for pharmacies	Royal Pharmaceutical Society	– to assist pharmaceutical workers in providing and controlling the quality of services at the appropriate level on the way to improving the health of citizens.
Ireland	Methodical manual on pharmaceutical practice	Pharmaceutical Society of Ireland	– to determine the quality of pharmacy services by the responsible institution; for measurement – for pharmaceutical workers as a guide for self-examination and identification of areas that need special attention; – non-compliance with the requirements adversely affects the registration status of retail pharmacies and the pharmaceutical business.
Australia	Professional standards of practice	Pharmaceutical Society of Australia	– for accreditation of pharmacies by the relevant regulatory authorities; – for pharmacists as a guide for continuous evaluation of their activities and achievement of the desired level of standards of practice.
Canada	Concept of standards of practice of the Canadian pharmacists	National Association of Pharmacy Regulators	– for pharmaceutical regulators to specify the standards against which their work is evaluated; – as a source of explanation for the duties of a pharmacist.
Norway	Standards of pharmaceutical practice	Norwegian Pharmaceutical Association	– for owners of the pharmaceutical business to self-monitor the quality of the pharmacy services.

*Source: author's own development based on [3, p. 89]

In addition, it should be noted that in Ukraine this area of treatment has not become widespread, which is due to the lack of proper training in this area and obtaining permits to practice osteopathy by incompetent specialists,

which often reduces confidence in this type of treatment.

Continuing the outlined line of the research, consider the GCP Standard, which is called – good clinical practice. Thus, GCP (Good Clinical Practice) is

an international ethical and scientific standard for planning and conducting research with human participation as a subject, as well as documenting and presenting the results of such research [7].

Compliance of scientific research with this standard means public compliance with the following [7]:

- the rights of research participants;
- rules for ensuring the safety of its participants;
- the desire not to cause harm;
- requirements for the reliability of the research.

These rules were initiated in the Helsinki Declaration of the International Conference on Harmonization. Together with GMP (Good Manufacturing Practice) and GLP (Good Laboratory Practice), GCP aims to standardize some aspects of the quality of healthcare of the population. GCP, GMP and GLP Standards are considered the “three whales” of evidence-based medicine [7]. Adherence to this Standard serves as a guarantee to the society that the rights, safety and well-being of the subjects are protected and in accordance with the principles established by the Helsinki Declaration of the World Medical Association (WMA), and that the clinical trial data are reliable.

As for the GMP (Good Manufacturing Practice) rules, the practice of their application began in 1969, when the WHO invited member-countries to apply the scheme of quality assurance of drugs in the international trade. Currently, these rules are used by about 140 countries [8]. Within this system of rules there is a confirmation at the request of the participating-countries, represented by their authorized bodies,

the authorization of placing the drug on the market in accordance with the jurisdiction of the applicant-country; the fact of conducting constant inspections and compliance with these rules at the enterprise-manufacturer of drugs; verification of submission for consideration and authorization in the country undergoing certification [8].

The advantages of this system of standards include ease of entry and wide territorial coverage, in contrast to the disadvantages of the lack of guarantee of the reliability of the control system of partners, because the inspection of inspectors or manufacturers can not interfere with external participants.

In addition, it should be emphasized that the WHO does not issue certificates on its own, but only provides the interested participants with a format of possible bilateral cooperation.

As part of the certification of drugs for the international trade, a country that exports drugs at the level of its state does the following (Fig. 2).

All other areas of work not described in Fig. 2. are related and subordinated to the main activities.

In turn, the country-importer of medicines requests certificates and uses them during the registration of new drugs, as well as in the post-registration period to address issues of quality, packaging, labeling, etc.

Within this block of standards, the rules of Good Laboratory Practice (GLP) are also highlighted, the operation of which is aimed at ensuring the quality and reliability of research results [9]. The principles of their implementation occupy an important place in the structure of the rules of Good Laboratory Practice. These principles are an ad-

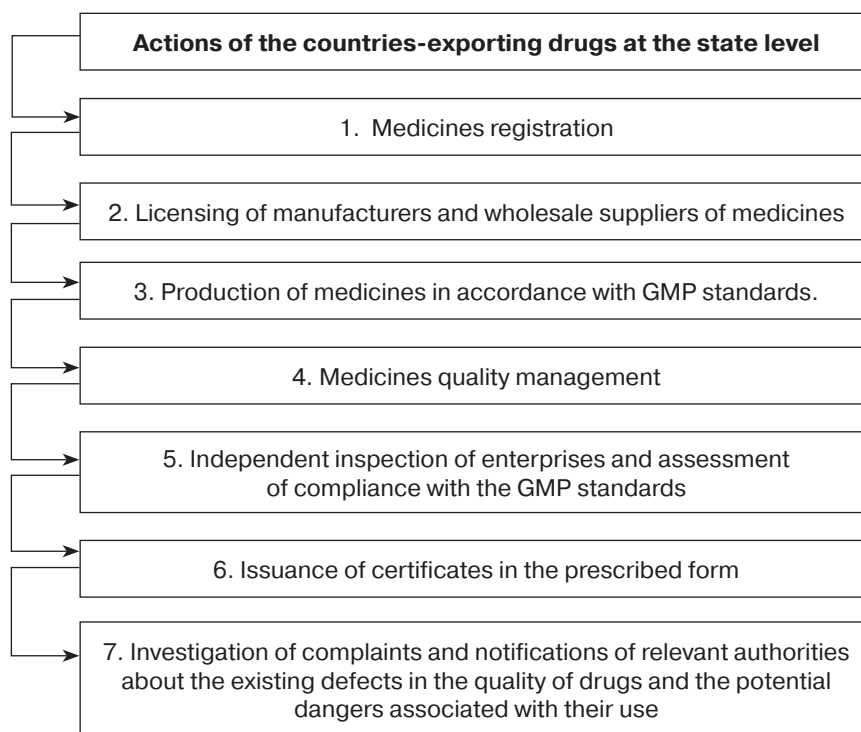


Fig. 2. Actions of the country-exporter of medicines within the framework of GMP standards

*Source: author's own development based on [8]

ministrative concept that includes the organizational process and conditions under which it is planned to conduct laboratory tests, the process of research, their monitoring, registration and storage of data, the formation of a report on research results. The use of the GLP principles is very important for the national authorities and agencies, which are responsible for analyzing the test results and assessing the toxicity of the chemical compounds. In addition, these principles provide for the use of recommended standards for a wide range of tests and are aimed at their regulation at a high level, and also applies to a wide range of chemicals, including cosmetics, industrial, chemical, etc. [9].

Analyzing the world experience of using the GLP rules, we can conclude that it is mostly used in pre-clinical trials, which are very important in the field of healthcare. The use of rules in this direction ensures compliance with high-quality, reasonable data, which are determined by other countries, which ultimately helps to avoid repeated pre-clinical trials, which in turn will save time and costs. In each country of the European Union there is a laboratory certified according to the GLP standards, in addition to the mandatory condition of the National GLP Control Body, the National GLP Program, the National GLP Regulatory Body.

In addition to the above, there are also the WHO standards for transplantation of organs and/or tissues, cells.

The legislation of the WHO transplantation rules was implemented by the adoption of the Guidelines for Transplantation in 1991 and was a kind of reaction of the organization to human organ trafficking for profit [10, p. 189]. The adoption of these principles has influenced the reform of the field of transplantation and the legal framework for its implementation, which eventually led to their revision. Therefore, on May 21, 2010, the World Health Assembly adopted a resolution approving a new version of the WHO Guidelines [10, p. 190].

The updated WHO guidelines for the transplantation of human cells, tissues and organs include 11 key components. Their main purpose is to provide an orderly structural basis for the procedure of acquisition and transplantation for medical purposes with mandatory adherence to the principles of ethics. In addition, a by-product of the development of these principles is the formation of the Global Transplant Database, which should contain all the information about transplantation and donation of organs, cells and tissues within the world [10, p. 191]. The global database consists of four components that have a permanent basis: activities and types of practice; regulatory framework and organizational structure; vigilance, dangers and measures; xenotransplantation. In the near future, it is planned that the Global Transplant Database will be a source of information for all those involved in this issue, including members of the public who, understanding

the value of transplantation, wish to participate in it.

In addition, the Istanbul Declaration on Transplant Tourism and Organ Trade, adopted by the Istanbul Summit in 2008, deserves special attention when considering this issue. This document emphasizes the role of the state in the development of posthumous donation, as well as the cessation of commercialization of organ transplantation, along with the exclusion of the possibility of selling organs during their use from living donors [10, p. 192]. In addition, the document describes the role of promoting medical knowledge among the population, as well as highlighting the humanistic principles of posthumous donation, which will increase the number of such transplants, thus reducing the need to involve living donors for whom such operations pose a health risk. This document also emphasizes the need for a fair distribution of organs, according to medical factors.

A separate group is formed by the International Standards for orthosis and prosthetics, which were developed by the WHO in partnership with the International Society for Prosthetics and Orthopedics (ISPO) and the United States Agency for International Development (USAID) [11]. The implementation of these standards aims to support countries in fulfilling their obligations under the Convention on the Rights of Persons with Disabilities and achieving the goals of sustainable development, including the goals of ensuring a healthy life and improving the well-being of all people of all ages [11].

The standards for orthosis and prosthetics provide guidance for the development of the national policies, plans

and programs for prosthetic services, and orthopedics to the highest standards. These standards are divided into two documents: standards and implementation guidelines. Both documents cover four areas of the healthcare system [11]:

- policy (management, financing and information);
- products (prostheses and orthoses);
- staff (labour force);
- provision of services.

The standards were developed in consultation with experts from around the world through a managing group, a development team and an external review team.

The final element of our study is the analysis of the WHO immunization standards, which regulate the creation of biological reference materials, as well as the development of guidelines and recommendations for the production and control of the biological assets and technologies [1]. These standards are based on the scientific consensus reached through international consultations. They help ensure that the WHO member-states ensure the proper quality and safety of the biological medicines and relevant biological diagnostic tests in all countries of the world.

Ensuring compliance with these standards involves close cooperation with the international scientific and professional communities, regional and national regulators, manufacturers and expert laboratories in all countries of the world. Activities under the WHO program for the standardization of the biological products include the development and implementation of manuals and biological reference materials [1].

Such manuals and reference materials describe the process of production and testing related to quality control, biological drugs to ensure the safety and effectiveness of the products [1]. At the same time, the manuals provide more general information on topics of interest to the national regulators and manufacturers, while the recommendations contain technical specifications for the production and quality control of specific products.

Conclusions from the research.

Summarizing the above, we can conclude that the World Health Organization is actively involved in ensuring a high level of healthcare in the world by providing recommendations and adopting regulations in this area. However, a characteristic feature of all these documents is the voluntary direction of their application by the member-countries of the organization. One of the areas of the WHO regulations is the adoption of standards in the healthcare system. The most popular of these are Standards of good pharmacy practice, the WHO International Standards for osteopathy, the so-called “three whales” of evidence-based medicine – Standards of GCP – Good Clinical Practice, GMP – Good Manufacture Practice, GLP – Good Laboratory Practice, and Standards of transplantation of organs, tissues and cells, Immunization and Standards of orthosis and prosthetics. The functioning of all the above documents provides a single goal – to improve the quality of medical services, as well as to ensure the development of healthcare in the world by eliminating duplication of medical research along with the formation of standards for various medical procedures. As a result,

all this makes it possible to maintain an adequate level of healthcare in all WHO member-countries, which is extremely important.

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TRANSFORMATION OF INTERNATIONAL RELATIONS: CHALLENGES AND THREATS TO WORLD SECURITY

Abstract. The article analyzes the features of the modern development of the system of international relations, concludes on strengthening the American and Chinese geopolitical positions, and assesses Ukraine's capabilities regarding participation in international relations. The geopolitical concepts of the leading states of the world, in particular, American geopolitics, Russian "neo-Eurasianism", "China-centric" expansion and European "continentalism", are studied with the aim of identifying the most effective geopolitical approaches that will determine the future format of international relations based on a polycentric concept.

Some aspects of the mentioned geopolitical concepts determine the main directions of the foreign policy of the leading states of the world today. In order to maintain a high rate of economic growth, China carries out "soft" expansion for the realization of national interests, creates contradictions in relations with

Western countries. Russia, experiencing economic decline, is taking measures to maintain a leading position in the world and pursues an aggressive anti-Western policy based on “neo-Eurasianism.” In turn, the USA and European states, which for a long time acted as “moderators” of globalization, are in a political crisis, the result of which is the strengthening of populist political forces and the policy of isolationism.

So, active geostrategic actors are stepping up activities beyond their national borders in order to change the geopolitical situation in the direction of building a multipolar world order. The efforts of such actors are focused primarily on increasing their ability to ensure economic growth.

They seek to ensure freedom of activity in the international arena, including through the rejection of “inconvenient agreements” and an increase in the number of partners or allies from among the geopolitical centers. Despite the strategic objectives, active actors are objectively forced to apply a multi-vector foreign policy.

Such an approach to the realization of national interests in a multipolar world leads to interstate competition and the search for a new format of globalization. In the above conditions, there is a complication of the political and security situation.

Keywords: geopolitics, international relations, post-bipolar system of international relations, neo-Eurasianism, Chinese centrality, continentalism.

ТРАНСФОРМАЦІЯ МІЖНАРОДНИХ ВІДНОСИН: ВИКЛИКИ ТА ЗАГРОЗИ СВІТОВІЙ БЕЗПЕЦІ

Анотація. Проаналізовано особливості сучасного розвитку системи міжнародних відносин, зроблено висновок стосовно зміцнення американської та китайської геополітичних позицій та оцінено можливості України щодо участі в міжнародних відносинах. Досліджено геополітичні концепції провідних держав світу, зокрема, американська геополітика, російське “неоєвразійство”, “китаєцентрична” експансія та європейський “континенталізм” з метою визначення найефективніших геополітичних підходів, які визначатимуть майбутній формат міжнародних відносин, побудованих на основі поліцентричної концепції.

Викладено окремі аспекти згаданих геополітичних концепцій, які визначають основні напрями зовнішньої політики провідних держав світу вже сьогодні. Щоб зберегти високий темп економічного зростання, Китай здійснює “м’яку” експансію для реалізації національних інтересів, що створює суперечності у відносинах з країнами Заходу. Росія, яка відчуває економічний занепад, вживає заходи для збереження провідної позиції у світі та проводить агресивну антизахідну політику, засновану на “неоєвразійстві”. Своєю чергою, США та європейські держави, які тривалий час виступали “модераторами” глобалізації, перебувають у політичній кризі, наслідком якої є посилення популістських політичних сил та політики ізоляціонізму.

Активні геостратегічні діючі актори активізують діяльність за межами своїх національних кордонів з метою зміни геополітичної ситуації у на-

прямі побудови багатоплярного світоустрою. Зусилля таких акторів зосереджені насамперед на збільшення своїх можливостей щодо забезпечення економічного зростання. Вони прагнуть забезпечити собі свободу діяльності на міжнародній арені, в тому числі шляхом відмови від “незручних домовленостей” та збільшення кількості партнерів або союзників з числа геополітичних центрів. Незважаючи на стратегічні завдання, активні актори об’єктивно змушені застосовувати багатовекторну зовнішню політику. Такий підхід до реалізації національних інтересів у багатоплярному світі призводить до міждержавної конкуренції та пошуку нового формату глобалізації. У наведених умовах відбувається ускладнення політичної і безпекової обстановки.

Ключові слова: геополітика, міжнародні відносини, постбіполярна система міжнародних відносин, неоевразійство, китаєцентричність, континенталізм.

ТРАНСФОРМАЦИЯ МЕЖДУНАРОДНЫХ ОТНОШЕНИЙ: ВЫЗОВЫ И УГРОЗЫ МИРОВОЙ БЕЗОПАСНОСТИ

Аннотация. Проанализированы особенности современного развития системы международных отношений, констатируется укрепление американской и китайской геополитических позиций и оценены возможности Украины относительно участия в международных отношениях. Исследованы геополитические концепции ведущих государств мира, в частности, американская геополитика, российское “неоевразийство”, “китаєцентричная” экспансия и европейский “континентализм” с целью определения наиболее эффективных геополитических подходов, которые будут определять будущий формат международных отношений, построенных на основе полицентрической концепции.

Изложены отдельные аспекты упомянутых геополитических концепций, которые определяют основные направления внешней политики ведущих государств мира уже сегодня. Чтобы сохранить высокий темп экономического роста, Китай осуществляет “мягкую” экспансию для реализации национальных интересов, создает противоречия в отношениях со странами Запада. Россия испытывает экономический упадок, принимает меры для сохранения ведущей позиции в мире и проводит агрессивную антизападную политику, основанную на “неоевразийстве”. В свою очередь, США и европейские государства, которые длительное время выступали “модераторами” глобализации, находятся в политическом кризисе, следствием которой является усиление популистских политических сил и политики изоляционизма.

Активные геостратегические действующие актеры активизируют деятельность за пределами своих национальных границ с целью изменения геополитической ситуации в направлении построения многополярного мира. Усилия таких актеров сосредоточены прежде всего на увеличении своих возможностей по обеспечению экономического роста. Они стремятся обеспечить себе свободу деятельности на международной арене, в том числе

путем отказа от “неудобных договоренностей” и увеличения численности партнеров и союзников из числа геополитических центров. Несмотря на стратегические задачи, активные актеры объективно вынуждены применять многовекторную внешнюю политику. Такой подход к реализации национальных интересов в многополярном мире приводит к межгосударственной конкуренции и поиску нового формата глобализации. Следствием даного развития межгосударственных отношений является сложная политическая обстановка и обострение безопасности.

Ключевые слова: геополитика, международные отношения, постбиполярная система международных отношений, неоевразийство, китаецентричность, континентализм.

Statement of the problem. The efforts of the states of the world regarding the search for ways to continue economic growth objectively caused the development of a new format of globalization and international relations during the second decade of the XXI century. The new approaches of the countries of the world to global interaction were evidenced by the peculiarities of holding and the results of international events on economics and security that were held in 2020, in particular, the World Economic Forum in Davos and the International Conference on Security Issues in Munich. So, the theme of the annual meetings of the International Economic Forum in Davos has changed on the economic, scientific and technical cooperation of the countries of the world, which were precisely the reason for its foundation, on a joint solution to the environmental and resource problems that were discussed in 2020. Such a change in the focus of the forum in Davos indicates the deepening crisis in the global economy and the desire of most countries to solve development problems on their own, including by limiting participation in integration

processes. First of all, this concerns the states of the European Union, in which populist politicians and parties interchange at the peak of popularity. Under these conditions, the states-generators of international integration have concentrated their efforts on maintaining interstate cooperation in areas related to the foundations of human existence, in particular environmental safety and health, the use of natural resources, the restoration of regional and global stability, and the like. Moreover, these areas of cooperation should be implemented within the framework of the policy of “inclusiveness” and the participation of all states without exception, which was reflected in the slogan of the forum “Stakeholders on a united and stable world.” Forum participants attributed the rejection of multilateralism to the most serious threats to the global economy.

During a speech at the Davos forum, World Bank Director General K. Georgieva noted that moving away from the principles of multilateralism in trade and international relations could slow down economic growth [1]. German Chancellor A. Merkel calls on

the European Union not to abandon the policy of multilateralism in solving political and financial problems. According to her, the countries of the world must take into account each other's interests, and international organizations must be reformed in order to adapt them to the effective neutralization of modern challenges. [2]. The need to promote a policy of multilateralism in international relations was also supported by the President of the European Investment Bank W. Hoyer. According to him, "if we allow the biggest threat to multilateralism in the last 50 years to persist, then the whole world economy will be in danger." Compared to previous years, the holding of the International Economic Forum in 2020 was affected by the limited participation of political leaders. Against the backdrop of a deteriorating global economy, it is indicated that it can be regarded as an increase in geopolitical tensions. The complications of international relations are evident from the statements of the participants of the fifty-sixth Conference on Security in Munich (February 14-16, 2020). Speakers paid considerable attention to the problem of growing threats to world security and stability, as well as reducing the effectiveness of international organizations and collective security systems to confront new challenges and threats. The complications of international relations are evident from the statements of the participants of the fifty-sixth Conference on Security in Munich (February 14-16, 2020). Speakers paid considerable attention to the problem of growing threats to world security and stability, as well as

reducing the effectiveness of international organizations and collective security systems to confront new challenges and threats.

The use of military force to revise the established territorial division within the framework of the post-bipolar system of international relations, which is resorted to by such nuclear powers as Russia, which continues armed aggression against Ukraine and hybrid provocations in Western countries, and China, attracts national armed forces to implement its territorial claims, threatens the existence of mankind.

Therefore, during a speech at the fifty-sixth Munich conference, German Minister of Defense A. Kramp-Karrenbauer presented the official position of the state and called Russia the source of the main threat to Western states. According to her, Russia with hybrid attacks and neglect of territorial sovereignty puts pressure on Ukraine and the Baltic countries, attacks in the Ukraine and Germany, and the annexation of Crimea is a challenge to the ideals and values of the West [3]. At the same time, the conference in Munich demonstrated the absence in the leading states of the world of a coordinated approach to ending the aggressive actions of Russia and solving other security problems. The special vision of French President E. Macron on a new strategy for relations with Russia [4] and the critical speech of J. Borrell regarding the EU's slow reaction to international conflicts and threats noted the West's unwillingness to defend the post-bipolar territorial structure.

Analysis of recent research and publications. The theoretical basis for

the study of the features of geopolitical concepts of the leading countries of the world and their influence on the development of international relations was the development of domestic and foreign experts on these issues. Features of international relations in a multipolar world are studied in the works of G. Kissinger, Z. Brzezinski, A. I. Shapovalova, S. Cohen, S. Andrushchenko. Given the use of research by Russian scientists in substantiating Russian aggressive foreign policy, special attention is paid to the theoretical calculations of A. Dugin, S. Kapkov, L. Ivashov.

The aim of the article is to study the main geopolitical concepts of the leading countries of the world and determine from them those that in the future will determine the quantity and quality of world decision-making centers. In addition, the article is aimed at identifying possible approaches to countering Russian aggression. Statement of the main material. The current complication of international relations is caused by the desire of individual countries to single-handedly view post-bipolar international relations to ensure their own economic development. Such an individual position ultimately leads to the deepening of interstate contradictions and armed conflicts against the backdrop of the failure of the leading states to effectively counter security threats, in the Post-Soviet space.

The revisionist actions of Russia in relation to the period of the establishment of a multipolar world order aimed at providing the Russian Federation with the status of a world geopolitical center that belonged to the former USSR led to an increase in conflict in

Europe. However, these Russian actions do not have an appropriate ideological (value), economic, scientific and technological basis.

In turn, China, relying on the large-scale results of economic and technological development, continues to use the socialist ideology and experience of the former USSR and is considering the possibility of installing a bipolar world order in which China will assume the role of a world decision-making center. A number of scientists who have studied the formation of post-bipolar international relations have come to the conclusion that social, economic, ideological, regulatory, and other processes are incomplete. The transformation from the Yalta-Potsdam system of international relations to a multipolar world order took place peacefully, however, individual factors of the Cold War survived in modern life.

Analyzing the transition of the world from the Yalta-Potsdam to the post-bipolar system of international relations, A. Shapovalova notes its multi levelness. The interconnection of structural levels, each of which is to some extent autonomous, does not provide for a permanent hierarchy. According to a study by a Ukrainian scientist, the Yalta-Potsdam system of international relations was determined by such levels as: ideological, which had a manifestation in the antagonism between liberal and socialist ideologies; regulatory and institutional, in which primacy had second-hand sovereignty; relational-distributive, namely, bipolar world order; and functional, in the framework of which stable relations were formed between states in the middle of the blocs and interblock

relations. The essential of the incompleteness of the transformation of international relations and the establishment of a multipolar world order is that simultaneously with the synchronization of ideological and functional levels there was no design of the normative-institutional level and the development of a stable configuration at the distributive-relational level [5].

The uncertainty of such features of the existence of a multi-polar world order as the status characteristics of actors, the direction of their interaction and relational relations led to the absence of a mutually acceptable system of political, economic and social relations between states.

The collapse of the Soviet camp and the cessation of the existence of one of the geopolitical poles, as a key component of the Yalta-Potsdam system of international relations, opened up opportunities for the continuation of the systemic development of only the transatlantic and European community. Other states, in the conditions of the uncertain polarity of the new system, were forced to independently search for ways of political, economic and social development. The powerful economic, scientific, technological and financial resources of the collective West have led for a long time the orientation of the developing countries to intensified cooperation with Western states. In fact, it was this orientation that became the basis for globalization in the late XX–early XXI centuries. Western states set trends and standards for the global development of mankind.

At the same time, for Russia, the orientation toward Western values was perceived as a loss of a leading posi-

tion in international relations. Other states abandoned the development of relations with the West for religious or philosophical reasons. Indicative evidence of the choice of one's own way of building a new configuration of international relations was the speech of the President of the Russian Federation V. Putin at the security policy of the conference in Munich in 2007, during which he announced his intentions to review the results of the development of international relations after the collapse of the Soviet camp and, if necessary, provide force Russia's status as a global decision center.

The need to choose the direction and methods of ensuring the development of states in the post-bipolar world actualized their application of approaches to the development of their own foreign policy, taking into account the geographical location, resource potential, ideological and religious features, and the like. At the same time, the number of actors has recently increased due to developing countries in which there is an increase in the level of economic and technological development, as well as the strengthening of military power. Thus, today it can be argued about the rivalry of geopolitical concepts that are used by states claiming the status of world decision centers.

The USA military-political leadership in the formation of national foreign policy continues to rely on geopolitical approaches, the basis of which is the work of A. Mahan, F. J. Turner, H. Mackinder, N. Spykman and the like. At the same time, dualism, relevant for the Yalta-Potsdam system of international relations, is absent in modern American geopolitics. But USA foreign

policy has several regional directions for the realization of national interests. A significant role in the formation of this approach belongs to the scientific works of S. Cohen, G. Kissinger and Z. Brzezinski.

In his work, S. Cohen proceeded from the realities of the Cold War and the rivalry between the capitalist and socialist systems, which were equidistant from non-aligned countries. At the same time, S. Cohen's views on the world order, expressed by him in various works, the book "Geography and Politics in a Divided World", contributed to the development of the concept of regional geopolitics. He used the hierarchical principle of the distribution of the world's regions into geostrategic and geopolitical states. The first type included trade-oriented maritime states, and the second type consisted of states of the same region, which should have relative similarity [6].

The main features of the geopolitical model of S. Cohen, which is reflected in American foreign policy in the post-bipolar world, is the polycentricity of international relations. The world is divided between geopolitical centers, which he considered first-order states - the USA, Europe, the former USSR, Japan and China. States that have recently received economic development, but did not have a significant impact on the global world order, S. Cohen was classified as geopolitically independent [7]. The need to implement national interests objectively pushed official Washington to pursue a multi-vector foreign policy already during the existence of a bipolar world. G. Kissinger, as an adviser to the President of the USA on national

security issues in the administration of R. Nixon, was the organizer and made efforts to improve USA-Chinese relations. The use of the Chinese factor in relations with Moscow and the building of US-USSR-PRC relations was called the "Nixon Triangle." Thus, the USA got a supporter in the confrontation with the former USSR.

Over time, in his book "Diplomacy," G. Kissinger made an attempt to determine the principles of USA foreign policy in the XXI century. According to him, in an international system that will have five or six large and many small states, the order should be based on reconciliation and balancing of competing national interests. America, like other states, must learn to maneuver between the rigid necessity and flexibility of choice, the invariable principles of international relations and the elements that are kept secret by statesmen [8].

Using geopolitical concepts, G. Kissinger described America as an island between the shores of giant Eurasia with resources and a population much larger than that of the United States. The USA geopolitical goal should be to prevent the centers of Europe and Asia from falling under the control of an enemy state. Realization of the task is possible provided that a multi-vector foreign policy is implemented using the geopolitical features of the regions of the world.

The geopolitical ideas of another American influential politician S. Brzezinski on strengthening USA leadership in the world are based on the large-scale achievements of the state in various fields, including military, economic, technological and cultural. "It is the combination of all these factors

that makes America the only world superpower with wide capabilities” [9].

During the first decade of the existence of the post-bipolar world order, S. Brzezinski relied on the ideas of classical geopolitics to develop approaches to the content of world leadership by the United States. The need to use geopolitics to process a multi-vector foreign policy is justified by him on the assumption that “nation-states remain the main links in the global system ... and competition based on territorial ownership still dominates international relations. In this competition, the geographical position remains the starting point to determine the foreign policy priorities of the nation-state and the size of the national territory retain the importance of an important criterion of status and strength” [10].

In a multipolar system of international relations, the development of a state’s foreign policy requires a clear understanding of which state nations will objectively have to build relations with and in what ways this should be done. Foreign policy priorities should be determined among states that have the most active position and are capable of determining the development of international relations in a strategic perspective.

S. Brzezinski determined the existence of active geostrategic actors, which are “states with the ability and national freedom to exercise power or influence outside their own borders in order to change the existing geopolitical situation” [11]. At the same time, he assigns a special place to “geopolitical centers - states that matter not through force and motivation, but through their location and the consequences of their

potential vulnerability to the actions of geostrategic actors.” The identification of key Eurasian geopolitical centers of the post-Cold War period, as well as their protection, are thus a fundamental aspect of America geostrategy.

On the Eurasian continent, S. Brzezinski noted five key geostrategic actors – France, Germany, Russia, China and India. Ukraine, Azerbaijan, South Korea, Turkey and Iran the role of fundamentally important geopolitical centers. Based on this classification, key actors should be identified and a correct assessment of the theater of action should be carried out to form the USA geostrategy in terms of strategic management of USA geopolitical interests in Eurasia [12].

In an applied sense, S. Brzezinski proposed to implement theoretical calculations in the format of a multi-vector policy on the Eurasian continent. In his views, the USA should have had its own approach to the countries of Southeast Europe, Central Asia, South Asia, Southeast Asia, the Middle East, and the Persian Gulf. Over time, given the increasing aggression in Russia’s foreign policy, S. Brzezinski in his work “Second Chance: Three Presidents and the Crisis of the American Superpower” emphasized the importance of abandoning a unipolar policy and increasing attention to developing relations with Europe and China while pursuing a policy of containment with respect to Russia [13].

Geopolitical approaches to the implementation of the multi-vector US policy in post-bipolar international relations have been used for a long time to develop a series of periodic conceptual documents on security issues.

These include, but are not limited to, the USA National Security Strategy, the US National Defense Strategy, the US Nuclear Policy Review and the National Biological Defense Strategy, and the US Missile Defense Review. An analysis of the strategic environment (political and security of the situation), as part of these documents, defines the main geostrategic actors and geopolitical centers that should be taken into account when solving foreign policy tasks to strengthen the USA leadership police in the world [14].

The modern geopolitics of Russia is determined by the desire of the Russian elite to review the results of the period of formation of the post-bipolar system of international relations. The incentive to take such a position was the lack of formally fixed agreements between the USA and the former USSR, and eventually Russia, related to the cessation of the existence of the socialist camp. The unacceptability for Russia of the role of a regional power, which continues to hold a significant arsenal of nuclear weapons, has caused the choice by the Russian military-political elite of the course to use force to solve foreign policy tasks.

Having the will and at the same time limited resource potential for influencing the geopolitical situation in the world, Russia resorted to the search for a geopolitical concept to justify an aggressive foreign policy. In addition, multinational and multi-religious Russia needed a structured theory to realize national interests in the context of ideological and value disorientation.

Under the circumstances, a number of geopolitical concepts arose, among which neo-Eurasianism was most

widespread. During its formulation, the authors and followers turned to a free interpretation of the principles of classical Eurasianism, the founders of which were N. Trubetsky, P. Savitsky, L. Krasavin, R. Jacobson, G. Vernadsky, G. Frolovsky, P. Suvchinsky.

The Russian political scientist A. Berdin identified the following neo-Eurasian trends: neo-Eurasianism by A. Dugin, followers of L. Gumilyov, the “academic” school of Eurasianism, the right-conservative and left-wing movements, the Eurasian paradigms of regional ideologies of some republics of the Russian Federation and the CIS, Russian nationalism (E. Kholmogorova, E. Prosvirin, V. Milov, N. Narochnitsky).

The indicated directions of modern neo-Eurasianism have a number of common conceptual features, which makes it possible to consider it as a worldview system. The factors that, according to A. Berdin, unite modern neo-Eurasian trends, include recognition of the cultural and civilizational continuity and geopolitical self-sufficiency of Russia and Eurasia as a whole, an organic type of philosophy of history, polycentrism (the methodology of “local civilizations”), etc. [15].

At the same time, according to unclear formulations of the Eurasian principles, it is possible to consider quite pragmatic approaches to justifying an aggressive foreign policy and consolidating the Russian population around the Kremlin in the face of miscalculations in domestic policy. So, for most of the authors of the neo-Eurasian trends, the anti-Western orientation of ideas is characteristic; it was most likely a reaction to an increase in the intensity of

contacts with the West, which is developing more intensively and efficiently. Negatively characteristic conflict laws, messages and countries should be directed towards the struggle against Russia and the consolidation of Russia, in which cultural, social, social and economic regions live. Everything related to the USA and the USA is directly related to the strategic directions of Heartland (Russia) and the incentive bag polar retinue.

Assessing the role and place of Russia in a multipolar world, A. Dugin introduces the idea of the verticality of her efforts in the new world order. The fate of the world order is currently being decided in Russia, Russia and through Russia.

Based on the leading role of Russia in building a multipolar world, emphasis is placed on the importance of gaining allies in different parts of the world. The strategic task of upholding its own independence forces Russia to cooperate with all potential partners in multipolarity.

The efforts of Russian politics should be focused on the strategic reorganization of the space around Russia: Russia's access to vital geographical objects; prevention of integration of neighboring states into NATO, continuation of Eurasian integration; countering globalization and the like. In the context of the strategic reorganization of the surrounding area, special attention is paid to the project "Greater Eastern Europe" and the integration of Ukraine, Belarus and Russia into a single strategic structure. Without Ukraine, Russia is not self-sufficient either in the spatially strategic, demographic, or political sense.

At the same time, to build a multipolar world, the Russian geopolitics of neo-Eurasism provides for the development of relations with distant foreign states. In relations with European states, Russia must outperform the USA in the European space in order to fulfill its foreign policy objectives and contribute to the crystallization of the continental identity of the European Union. Guidelines in the Middle East region should be to promote the preservation of traditional society, support for Arab countries, the promotion of independent geopolitical behavior in Turkey and the like. Here, "Moscow - Tehran" should be the main direction of the formation of the strategic space and the transformation of the "Heartland", formulated by K. Haushofer, into global power.

Also, to build the Eurasian space, Russian geopolitics consider it necessary for Russia to develop relations with the countries of Central, South and Southeast Asia. At the same time, given the desire of China to develop Russian Siberia and penetrate the Central Asian countries, neo-Eurasian geopolitics provides for a redirect of Chinese efforts to regions south of China [16]. The disappearance of the socialist camp and the relevance of the application of communist ideology in public administration, as well as the rejection of Soviet-era values, objectively forced the Russian leadership to choose geopolitical concepts for the development of the state. In this context, neo-Eurasianism better replaces the lost ideological background and the failure of modern Russia to realize its ambitions. The geopolitical concept of a multipolar world order, developed by neo-

Eurasian theorists, is partially mentioned already in the National Security Strategy of the Russian Federation until 2020. In particular, a document approved in 2009 stated that Russia had renewed its ability to uphold national interests as a key subject of multipolar international relations. The implementation of the aforementioned task involves the active participation of Russia in the development of a multipolar world order [17]. Intensive economic development and the strengthening of military power during the reforms initiated by Deng Xiaoping created the basis for China to implement its own approach to protecting national interests.

The geopolitical principles of China's foreign policy were formed during the historical development of the Chinese state and included traditional Chinese centrism, which determines the attitude of the Chinese towards foreign countries. The Chinese elite considers "neighboring countries and foreigners to be barbarians, to whom the empire carries the world of culture, and the emperor's heavenly mandate is intended to enlighten humanity" [18].

The mentioned principle of interaction with the outside world involves the expansion of the Chinese worldview, gaining foreign experience and at the same time preventing the erosion of Chinese values. Russian political scientists note that China's geopolitical strategy is based on the philosophy of the Great Chinese Order, which combines openness to the outside world with the protection of Chinese culture and identity from external influences. This is the double vector of China's geopolitics [19].

This approach determines the main feature of Chinese geopolitics, namely, the non-use of dichotomy in the civilizational structure of the world. In geopolitics, the Chinese profess the three-fold system of the game: my self, allies (partners), rival. The Chinese do not play according to the scheme: against each other [20].

Taking second place after the USA in economic development, official Beijing is making significant efforts to build pragmatic relations with Washington, which is both a competitor and a partner. Regarding the United States, China uses the strategy of "absorbing someone else's activity" to gain primacy due to the spread of the Chinese presence from different angles, including from the middle [21].

The application of this approach during the reform period led to significant economic success and stimulated the Chinese side's confidence in the loyalty of the chosen approach to the development of international relations. Despite this, during the Nineteenth Congress of the CCP (in 2017), the completion of the Deng Xiaoping era "hiding its capabilities and content aside" was announced and the Chinese Dream state development strategy was adopted.

The strategy defines China's new approaches in realizing the national interests of the state. The foreign policy of modern China is characterized as "strong, but not tough." In the next decade, China will not be shy about offering "Chinese wisdom and a Chinese approach to solving the problems facing humanity." It is from this point that one should evaluate the Chinese transnational initiative "One Belt – One

Way”, which should unite states with a “common destiny.” The implementation of this initiative will contribute to the transformation of Eurasia into an economic and strategic region that can compete with the Euro-Atlantic region [22]. Assessing the strategic intentions of China, Russian political scientists note that unlike Washington, which would like to see the world of the XXI century unipolar (led by the United States), but multipolar - Asia, Beijing sees a multipolar world with unipolar China-centered Asia [23].

European countries, having a high level of interaction among themselves, create one of the most important global driving forces for economic development and the formation of a modern system of international relations. However, despite the close relationship between states, European geopolitics remains fragmented.

The main reason for the lack of a common geopolitical concept for Europe should be considered the presence of significant differences between European countries in matters of national interests and how to implement them. In addition, the development of a common geopolitical approach is hindered by the long and conflict-ridden history of the state and the preservation of ethnic contradictions, which contribute to the strengthening of nationalism and populism in the European space. These features of modern Europe today, as never before, determine the emergence in various European countries of different approaches to building relations with representatives of other geopolitical regions.

Britain’s secession from the EU demonstrated two different geopolitical

theories in Europe. So, the UK remains committed to the Anglo-Saxon geopolitical school. The European Union, on the other hand, acts as one of the most influential world geopolitical centers, and the processes within the EU and its adjacent spaces determine the foreign policy strategies of both the Union states and neighboring states, Ukraine in particular [24].

The Germany-France tandem, which after Brexit remained the core of integration processes and foreign policy initiatives, considers the European geopolitical space as a united Europe, which supports interaction with all countries of the Eurasian continent. This approach is largely based on the views of Conrad Adenauer, a supporter of a united Europe, and the “continentalist” Charles de Gaulle.

Germany and France are the main moderators of geopolitical initiatives to formulate EU foreign policy. The concept of “European continentalism”, which was formulated in the 1960s of the last century and largely reflected the ideas of K. Haushofer, K. Schmitt, remains an important guideline for geopolitical decisions.

Germany and France are the main moderators of geopolitical initiatives to formulate EU foreign policy. The concept of “European continentalism”, which was formulated in the 1960s of the last century and largely reflected the ideas of K. Haushofer, K. Schmitt, remains an important guideline for geopolitical decisions. First of all, the situation will become more complicated due to the geopolitical ambitions of the Central states, in particular Poland (the concept of returning to borders before 1772), Hungary (the concept of

Greater Hungary) and Romania (the concept of Greater Romania). All of them consider the EU as a mechanism for the formation of their own spheres of influence, and Ukraine, to one degree or another, is the object of these geopolitical concepts [24].

In this regard, Russian aggression against Ukraine and the annexation of Crimea led to a decrease in the relevance of the concept of “European continentalism.” In fact, today we should talk about the actualization of “Atlantism” as the basis for cooperation between Europe and the United States.

At the same time, the countries of the European Union do not intend to refuse to build a full-fledged European geopolitical space. Germany’s political leaders recognize its importance in strengthening Germany’s position on the world stage as opposed to the USA and China. At the same time, Germany relies more on bilateral diplomacy than on general mechanisms for solving economic and political problems [24].

Findings. Today, the states of the world are searching for new approaches to building interstate relations to replace the globalization format that was effective at the end of the twentieth century. In particular, active geostrategic actors are stepping up activities beyond their national borders in order to change the geopolitical situation in the direction of building a multipolar world order.

The efforts of such actors are focused primarily on increasing their ability to ensure economic growth. In particular, they seek to secure freedom of activity in the international arena by abandoning “inconvenient agreements” and increasing the number of

partners or allies from among the geopolitical centers.

The strategic tasks of active geostrategic actors today are different from each other, which accordingly requires different ways to solve them. So, for the United States, the strategic task remains the preservation of world leadership, is reflected in the conceptual documents of state development. Other active actors are trying to secure their freedom of action by increasing their influence on the geopolitical situation in order to obtain the status of a world decision-making center. In this way, they can strengthen their geopolitical position for conducting a strategic dialogue with the USA and gaining an advantage in relations between themselves.

At the same time, it must be recognized that, despite the strategic objectives, active actors are objectively forced to apply a multi-vector foreign policy and use approaches that are developed taking into account the achievements of the founders of geopolitics.

At the same time, it must be recognized that, despite the strategic objectives, active actors are objectively forced to apply a multi-vector foreign policy and use approaches that are developed taking into account the achievements of the founders of geopolitics. Thus, the system of state borders in Europe was violated, which made it impossible to fully implement such geopolitical concepts as Russian “neo-Eurasianism” and European “continentalism.” The main reason for this should be considered the threat of the destruction of the system of international law and the growth of conflict

in the Eurasian continent, a significant number of disputed territories within the European states and Asian countries.

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PUBLIC-PUBLIC PARTNERSHIP IN THE FIELD OF BLOOD DONATION OF FOREIGN STATES: EXPERIENCE FOR UKRAINE

Abstract. The article is devoted to the creation of public-public partnerships in the field of blood donation as part of public management. Particular emphasis is placed on one of the subjects of public administration, namely, NGOs, which are public units which play a significant role in the development of free blood donation. The problems stated is considered in the article from several positions, i.e.: understanding of the role of the public and public associations in the public-public partnership and public-private partnership; selection of the most acceptable for Ukraine foreign experience of participation of public associations in the development of blood donation, as a subject of public management and administration. in the science and practice of public administration in Ukraine and in foreign countries; an experience of public associations within public-public partnerships and public-private partnerships; an choice of the most expedient foreign experience of participation of public associations in the development of blood donation as a subject of public administration and administration for Ukraine. The comparison of the experience of foreign countries and Ukrainian realities has shown such potential of public associations, which is not used in Ukraine. The article shows that the development of civic responsibility and civic engagement in blood donation is closely linked to the public policy in this field. The latter, in its turn, contributes to the formation of a specific model of public-public partnership in the field of blood donation, which is developed in foreign countries. Accordingly, public policy Examples of a successful combination of public-public and public-private partnerships for the development of blood donation in foreign countries are demonstrated in the article. Emphasis is placed on modern trends in the world practice of forming the social capital of a state where blood donors are a value of the state.

Forms of building a public-public partnership depend on the traditions of public administration and health care systems of different countries. The Ukrainian legislation states the responsibility of public authorities for the development of blood donation. Legal acts determine opportunities for public participation in the organization and promotion of blood donation and its components among the Ukrainian population. However, the methodology for building public-public partnership in the field of blood donation has not been developed up to the present time. The article demonstrates that the Ukrainian science of public administration lacks basic scientific research on this subject.

Keywords: public administration and administration, blood donation, free voluntary blood donation, public-public partnership, public associations, social responsibility.

ДЕРЖАВНО-ГРОМАДЯНСЬКЕ ПАРТНЕРСТВО В СФЕРІ ДОНОРСТВА КРОВІ ЗАРУБІЖНИХ ДЕРЖАВ: ДОСВІД ДЛЯ УКРАЇНИ

Анотація. Викладено питання побудови державно-громадянського партнерства у сфері донорства крові як складової публічного управління. Зроблено особливий акцент на одному з важливих суб'єктів публічного управління – громадських об'єднань, які відіграють вагомую роль у розвитку безоплатного добровільного донорства крові. Висвітлена у статті проблематика розглядається з кількох позицій, а саме: розуміння ролі громадськості та громадських об'єднань у розвитку донорства крові в науці та практиці публічного управління України та в зарубіжних державах; досвіду роботи громадських об'єднань у межах державно-громадянського партнерства і державно-приватного партнерства; виокремлення найбільш доцільного для України зарубіжного досвіду участі громадських об'єднань у розвитку донорства крові як суб'єкта публічного управління та адміністрування. Порівняння досвіду зарубіжних держав і української практики продемонструвало ті потенційні можливості громадських об'єднань, які не використовуються в Україні. Показано, що розвиток громадянської відповідальності та громадянської активності в донорстві крові тісно пов'язані з публічною політикою у даній сфері. Остання, своєю чергою, сприяє формуванню певної моделі державно-громадянського партнерства у сфері донорства крові, яке розвинене в зарубіжних державах. Наведено приклади результативного поєднання державно-громадянського та державно-приватного партнерства в зарубіжних державах задля розвитку донорства крові. Акцентовано увагу на сучасних тенденціях у світовій практиці щодо формування соціального капіталу держави, де донори крові є цінністю держави. Форми побудови державно-громадянського партнерства залежать від традицій публічного управління та системи охорони здоров'я різних держав. В українському законодавстві констатується відповідальність органів публічного управління за розвиток донорства крові та визначаються можливості участі громадськості в організації та пропаганді донорства крові та її компонентів серед населення. Втім

не розроблена методологія побудови державно-громадянського партнерства у сфері донорства крові. Продемонстровано, що в українській науці публічного управління відсутні наукові фундаментальні дослідження означеної проблематики.

Ключові слова: публічне управління та адміністрування, донорство крові, безоплатне добровільне донорство крові, державно-громадянське партнерство, громадські об'єднання, громадянська відповідальність.

ГОСУДАРСТВЕННО-ОБЩЕСТВЕННОЕ ПАРТНЕРСТВО В СФЕРЕ ДОНОРСТВА КРОВИ ЗАРУБЕЖНЫХ ГОСУДАРСТВ: ОПЫТ ДЛЯ УКРАИНЫ

Аннотация. Изложены вопросы становления государственно-общественного партнерства в сфере донорства крови как составляющей публичного управления. Сделано особенный акцент на одном из весомых субъектов публичного управления – общественных объединениях, которые играют важную роль в развитии бесплатного добровольного донорства крови. Освещенная в статье проблематика рассматривается с нескольких позиций, а именно: понимание роли общественности и общественных организаций в развитии донорства крови в науке и практике публичного управления Украины и в зарубежных государствах; опыт работы общественных объединений в пределах государственно-общественного партнерства и государственно-частного партнерства; выделение наиболее целесообразного для Украины зарубежного опыта участия общественных объединений в развитии донорства крови как субъекта публичного управления и администрирования. Сравнение опыта зарубежных государств и украинской практики продемонстрировало те потенциальные возможности общественных объединений, которые не используются в Украине. Показано, что развитие общественной ответственности и активности в донорстве крови тесно связано с публичной политикой в данной сфере. Последняя, в свою очередь, содействует формированию определенной модели государственно-общественного партнерства в сфере донорства крови, развитого в зарубежных государствах. Продемонстрированы примеры объединения государственно-общественного и государственно-частного партнерства в зарубежных государствах для развития донорства крови. Акцентируется внимание на современных тенденциях в мировой практике относительно формирования социального капитала государства, где доноры крови являются ценностью государства. Формы построения государственно-общественного партнерства зависят от традиций публичного управления и системы здравоохранения разных государств. В украинском законодательстве констатируется ответственность органов публичного управления за развитие донорства крови и определяются возможности участия общественности в организации и пропаганде донорства крови и ее компонентов среди населения. Тем не менее, не разработана методология построения государственно-общественного партнерства в сфере донорства крови. Демонстрируется, что в украинской науке публичного

управления отсутствуют научные фундаментальные исследования данной проблематики.

Ключевые слова: публичное управление и администрирование, донорство крови, бесплатное добровольное донорство крови, государственно-общественное партнерство, общественные объединения, общественная ответственность.

Formulation of the problem. Modern world trends in development of blood donation are based on understanding the fact that this is one of the spheres of human life. This sphere has become fully public in foreign countries for the recent years, and management of blood donation is conducted in accordance with the public policy of the state. A large number of global goals for 100 % voluntary blood donation are highlighted in the WHO Global Strategy for Action (2010). These goals have been implemented in different countries for many years after the adoption of the Global Strategy and they are implemented in accordance with the traditions of public administration and the health care systems of these countries. These goals relate to the increase of public awareness concerning the promotion of voluntary blood donation with the participation of national communities, and also to the consolidation of partnerships between health care authorities and civil society for the implementation of safety and availability of blood transfusions for all patients, who need it. This paper has been developed for states, which direct their activities to create effective voluntary blood donation programs and eliminate the paid donation. Voluntary donation in this document [1] is proposed to be interpreted as valuable national assets.

The role of subjects of public administration is widely revealed in the Law of Ukraine “On donation of blood and its components” (current, latest version 2015), in particular: Article 5 defines responsibilities of executive and local governments on the development, organization and promotion of blood donation and its components; Article 8 guarantees the protection of rights to blood donors by the state; Article 9 defines bonuses granted to donors, and Article 10 establishes additional benefits. In addition, there is defined the responsibility for violation of legislation on blood donation and its components. Article 7 is important in the context of this publication, as this Article deals with public participation in the organization and propagation of blood donation among the population. What is important, this Article entitles not only the Red Cross Organization to participate in the implementation of state targeted and local blood donation programs. It also entitles to carry out the work of bringing citizens in blood donation and to promote free blood donation among the population together with health care authorities and institutions, other public associations (public organizations, associations, etc.), the statutes of which provide promotion of the public health care [2].

Unfortunately, the “Strategy for the development of the national blood system for the period until 2022 and approval of the plan of measures for its implementation” in Ukraine (the document is valid, the adoption of 20.02.2019) doesn’t define of role of public associations in sphere of blood donation. There is not this in the list of problems. [3] However, state support for public-private partnerships and involvement of civil society institutions through the support of businesses initiatives is identified as one of the goals of the paper mentioned in the context of the organization and promotion of blood donation, procurement of the donor blood and its components. In reality, this essence of the paper demonstrates abilities and the scope of public administration in formation of public-public partnership and civil liability, where many question of public administration of blood donation are transferred to public associations. Nonetheless, both understanding and methodology of development of public-public partnership in the field of blood donation is not written in the Ukrainian legislation despite certain ascertaining in the abilities of public organizations. This is due to the absence of not only traditions and culture of building public-public partnership in the field of blood donation, but also absence of basic scientific researches and the developed practical methodology for building such partnership.

Analysis of the recent research and publications. Many foreign researchers and practitioners are interested in the subject of involvement of the public in free voluntary donation. Mostly, scientists place emphasis on the issues of

motivation, stimulation and the role of public associations in the development of blood donation. In this article we have paid attention to several publications, which reflect the main directions of foreign studies the spheres of blood donation. So, M. Nonnis, D. Massidda, C. Cabiddu and others (2020) [4] evaluate the level and relationship between motivation to donation and the behavior of community volunteers to collect blood in public associations (on the example of NGOs in Italy). Scientists state that there are three blood collection systems at present in Europe. The first group comprises such states as Great Britain, France and Ireland, where National Health Care Services organize and control blood collection. The second group includes such states as Belgium and the Netherlands, where The Red Cross Organization has a monopoly on blood supplies; and also Germany, where The Red Cross Organization has a controlling part in managing blood sampling. There is the third group of the states, namely Italy, Norway, Portugal and Spain, where associations do the most part of blood collection, and The Red Cross Organization has a small part of blood collection. In Denmark, France, Greece, Spain and Italy blood donors are united in one or more national associations. Scientists give an example of Greece, where NGOs and citizens join their efforts for the sake of struggle against the health care system crisis. The researchers emphasize that such associations support and enhance blood donors’ motivation and also keep to the opinion that blood donation is a voluntary gift, directed to unknown persons and blood donors are not to await rewards.

S. Leipnitz, M. de Vries, M. Clement and others (2018) [5] prove in their research that blood donation services are particularly interested in incentive mechanisms to retain a group of permanent donors. There are selected various mechanisms, such as economic incentives (monetary or material rewards; distribution of gifts and lotteries; paid vacation etc.) and alternative incentives (moral incentives, etc.).

Scientists consider that economic incentives can have negative effects such as motivational repression, or may push donors to present false information about their health status. They acknowledge voluntary blood donation is safer because blood donors care about their own health. L. Goette and A. Stutzer (2008) [6] demonstrate results of their own experiment about the effectiveness of material stimulation of blood donors and prove that incentives are positive and more effective for blood donors' involvement than attraction of donors without incentives. C. Greve and G. Hodge (2013) focus on public-private partnerships. As an example, they demonstrate that BST (Catalan Blood and Tissue Bank) created a strategic alliance together with public and private organizations, with NGOs as a rule. On their opinion, this is important for successful sustainable development of BST projects. [7, c. 103]

Covadonga Aldamiz-Echevarria and Maria Soledad Aguirre-Garcia (Spain, 2014) [8] consider in their scientific articles the role of public associations in the formation and development of blood donation in the context of a theoretical model for solving blood donation problems. Emphasis is placed

on the elaboration of social marketing strategies, which help to increase the number of blood donors and blood donations. Johor Baru (Malaysia, 2017) [9] substantiates more public associations have to organize campaigns about blood donation to provide the blood supply. He even writes about changing the traditions of fasting during Ramadan because blood donation is a noble cause and it involves saving other people's lives. Other researchers (Pakistan, 2019) [10] distinguish the role of public associations in the spreading information about the importance of donating blood and motivation of the public to save other persons' lives. As the researchers determine, NGOs practicing such activities need the support from government agencies in order to gain useful results. The proposals for the creation of the NGO "Public Community of Blood" are interesting. This organization has a network of more than 20,000 registered members. This NGO provides preference of social and moral contributions to the common cause. Practically, this is a program which links the donor and the recipient during emergencies.

Research on blood donation is being conducted by Ukrainian scientists too. However, studies of the role of public associations in the development of blood donation are absent in Ukrainian science unlike foreign science. As an example, we have selected several articles from different fields of science to demonstrate the research direction of Ukrainian scientists in the field of blood donation. So, H. A. Biletska and Ya. O. Kovalova (2014) [11] consider the problems of blood donation in the context of medical law and focus on the

following problems: improving public policy in the development of the field of free voluntary donation; improvement of legal acts; improving the system of motivation of the population; encouraging donor movement organizers. I. M. Shcherbakova, A. V. Vertel and S. M. Dmytruk (2016) [12] emphasize on the conceptualization of research into blood donation motives in the context of a scientific project of demographic structure research and motivation of blood donation of different socio-demographic groups of donors. V. V. Hrubliak and A. V. Mykhalskyi (2009) [13] studied the status of psychological health of potential young donors. Ukrainian scientists also do not pay much attention to the problems of building public-public partnership in the field of blood donation. This concept is present in several articles of Ukrainian legal acts, but there is no methodology, practice and understanding of organizing such public-public partnership. Exactly this has become the basis for formulating the purpose of the present article.

The purpose of the article is to demonstrate useful foreign experience of public-public partnership in the field of blood donation in the aspects of public associations' activities dealing with the development of donation in foreign states.

Presentation of the main material. We have explored scientific conceptual views concerning the role of public associations in the blood donation sphere, and have studied practical experience of foreign countries with different state systems and religious preferences. Attention was focused on the two aspects of the research pro-

cess, in particular: 1) identification of directions for scientific research useful for the Ukrainian science of public administration (see the section "Analysis of Recent Research and Publications"); 2) selection of the experience, which can be used in Ukraine without big financial investments (demonstrated in this part of our article).

The experience of Spain is interesting for Ukraine. The Spanish campaign SOMOS¹ [14] has united together 25 NGOs with the aim to show solidarity with the state's blood donation policy and promote further development of the donor movement. These actions are aimed at increasing the social base of public associations. Activities of the NGO "The Big Heart"² [15] attract attention too. Serving the population and improving the society is the mission this NGO. This is a youth association, which started its activities in May 2015 with the pilot project for helping people who need blood especially in emergencies. The NGO is working to expand its donor base across the country in order to overcome blood shortages to help the poor and needy, and to create a new dimension of life for the population where the word "febleness" is excluded from the sphere of human activity. Partnerships and interaction between the authorities, advisory bodies, foundations and public associations have been developing in India too. [16] As an example, the State Council for Blood Transfusion attracts the Think Foundation to its activities. This Foundation has been delegated great responsibilities in the

¹ www.somosasi.org

² <http://www.thebigheart.in>

organization of blood collection at colleges, corporations, at the stations. The State Council and the Think Foundation are together developing communication materials for their distribution to all blood banks. The Foundation also cooperates with the Mumbai University students' associations for the development of blood donation.

Materials on the activities of the non-profit charitable organization FAQS (USA, Oklahoma) [17] are interesting too. This organization conducts blood tests and collaborates with the governmental agencies and other organizations on blood quality control. The foundation named Give Life Foundation [18] was created to raise awareness of the chronic shortage of blood supplies in the United States and stimulation of blood donation and blood products, and for raising awareness of blood donation and creating a culture of voluntary donation. The mission of this foundation is to correct this imbalance and encourage every American to donate blood for other persons' lives.

The system of independent non-profit blood centres (America's Blood Centres – ABC) [19] is developed in the USA and it is an integral part of the national health care system. Meetings of these organizations are conducted annually. The meeting program of 2020 addresses current issues of the blood industry, the best relevant practices and ways to prepare for future changes. The purpose of such meetings is to obtain the understanding necessary for taking reasonable decisions for such centres. These centres constantly work with community partners and individual donors in order to raise awareness of the need for blood; to provide vari-

ous donor bases; to guarantee the supply of various types of blood and blood products. Blood centres work with the federal agencies and state and local health care agencies to be prepared for numerous situations when blood is urgently needed. As the need for blood never stops, blood centres use complex systems of informational technologies for constant monitoring and reacting to local demands for blood. The centres are open 24 hours a day, 7 days a week, and 365 days a year to deliver blood anytime, anywhere, accounting for the inpatient and outpatient conditions of the hospitals. In addition, the ABC issues a newsletter which weekly covers many problems, such as: current events, which concern the blood community; there is presented information dealing with the latest regulatory, scientific, medical, associative and legislative news regarding blood centres and other organizations which serve the blood transfusion community; announcements of webinars, vacancies, the community changes, etc.

An interesting idea is demonstrated on the site the Community Partners: Memorial Blood Centres³ (USA), which concentrates on the mission of Memorial Blood Centres that work at the local level and are designed to meet local needs. It shows that the situation can change thanks to building partnership between corporations, community and NGOs.

The project to support the Segovia Blood Donor Association [20] (Segovia is a province in Spain) has been started in 2013. The Bankia and the Hermandad de Donantes de Sangre

³ <https://www.mbc.org/about-us/our-partners/>

de Segovia have signed a cooperation agreement to implement the joint map of local associations of blood donors. The bank donates 50% of the profits to the association in Segovia. The Card program of NGOs is designed for socially aware and responsible clients, who want to support public associations and charities. The cardholder can choose from the list of more than 400 organizations the one the person(s) wants to donate. The National Blood Policy has been designed in Nepal [21]. The main idea of this policy is developing partnerships between the government agencies and public associations, and that will make it possible to transfer all the loading from the Red Cross Organization to other public associations and will also form the distribution of responsibilities, risks and resources under the auspices of the Nepal Blood Service. NGOs are partners when conducting blood donation campaigns, selection and recruitment of blood donation.

So, the role of public administration is in the creation of all conditions for the development of public-private and public-public partnerships. In some countries, public donor associations do many procedures for free, but sell their products and services to hospitals and the state. In Ukraine there exists a culture of free voluntary donation and the same public association activities, unlike in many countries. Despite the fact that NGOs are registered as enterprises and can have economic activities, they carry out selfless work in different directions. They work that way because there is no culture and practice of doing business in the field of blood donation in Ukraine, and there are no legal acts

or tax exemptions for this. The activities of public associations in the field of blood donation are poorly developed and there are few such NGOs. We have identified several such organizations to demonstrate the following: there are some gaps in the field of blood donation and the formation of the proper social capital; there are unexplored areas in the science of public administration.

There is an interesting public project of Kyiv City State Administration the “Blood Donor”⁴ directed at uniting the blood donor community, creating conditions for them to rest after the blood collection procedure, and conducting an educational campaign on the importance of a complete rest after a blood donation.

Other Public Association the “Selfless Blood Donation Association PoK-roVa” emphasizes that no one in the state is engaged in organizing campaigning for the voluntary blood donation in a centralized and systematic way. Based on this, the organization proposed a project to create a developed system and support for selfless blood donation in Ukraine. This organization directed its activities to work out methods for the development of selfless donation among a variety of focus groups by involving psychologists and PR technologists for making campaign materials for the media, the Internet, outdoor advertising.

There is an NGO called the “Safe Blood Donors Association”⁵ which does not actively cover the results of its activities but it demonstrates civil

⁴ <https://gb.kyivcity.gov.ua/projects/archive/2/show/3>

⁵ <https://clarity-project.info> › edr

liability. It is a public association of two students of Kyiv Polytechnic University. The existence of this community association began with a volunteer donor project about giving blood (“Zdai Blood”)⁶, the essence of which is spreading the idea of blood donation among the university students, and then among the entire student community. The NGO “All-Ukrainian Association of Blood Donors and Transfusion Assistance”⁷ together with the NGO “Foundation of Medical Law and Bioethics of Ukraine” held a discussion of the peculiarities of the implementation of relationships in the field of blood donation. All-Ukrainian the Youth Non-Governmental Organization “Association of Young Donors of Ukraine”⁸ founded the “DonorUA” and the “uDonors projects” and takes care of the problems of the national blood service development strategy and the role of community activists in this sphere.

Conclusions. The problem of involving a wide range of civic organizations in the development of free voluntary blood donation as part of a civic partnership is insufficiently researched in the Ukrainian science of public administration. History, culture and ex-

perience of forming public-public partnership in the field of blood donation are absent in the practice of Ukrainian public administration.

There are separate public associations which develop and introduce their own individual projects for blood donation and often do it without the support of public authorities. Foreign experience proves great opportunities of NGOs in the development of blood donation and in the legislative regulation of such activities. This is an unknown practical area for Ukraine. It can be implemented if the public, NGOs, public managers and businesses acquire new knowledge. Further explorations will cover the development of the conceptual framework for public-public partnership in blood donation in Ukraine.

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⁶ <http://charitytuner.org/foundations/volontery/volonterskyj-donorskyj-proekt-zdai-blood/>

⁷ 23.03.2020 http://medicallaw.org.ua/spisok-zakhodiv/zakhid/article/kruglii-stil-z-panelnimi-diskusijami-na-temu-donorst/?type=98&no_cache=1&cHash=dc1cf3394235b0d7a1d0543de13c3d9d&print=1 1/1 14.11.2018

⁸ <https://dyvys.info/2017/03/01/cherez-neyakisnu-perevirku-krovi-my/>

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STAGES OF FORMATION OF MECHANISMS OF STATE REGULATION OF TRANSFORMATION OF MEDICAL CARE FOR PATIENTS WITH MALIGNANT NEOPLASMS IN UKRAINE

Abstract. The article discusses the stages and mechanisms of state regulation of reforming medical care for patients with malignant diseases in Ukraine, analyzes the action programs in the field of regulatory support, management entities and responsible persons; objects of reform, coordination of the introduced changes with other components of the social system. The shortcomings of the health care system in Ukraine are evidenced by an increase in mortality rates from malignant neoplasms, as well as ineffective protection of the population from the risk of catastrophic costs in the event of cancer. The main task is to reduce the incidence of malignant neoplasms in Ukraine through prevention, early detection, high-quality treatment of patients with malignant neoplasms, improving the quality of life of patients and reducing mortality. Achievement of certain tasks provides for several

important areas of work: provision of primary prevention of oncological diseases, the influence of risk factors and improving public awareness with the involvement of active actions; promoting early detection of malignant neoplasms; ensuring equal and permanent access to a capable network of health care institutions for the diagnosis and treatment of adult patients and children with malignant neoplasms; provision of rehabilitation, care and palliative care for patients with malignant neoplasms and support of nurses at all levels; improvement of information systems for registering malignant neoplasms and monitoring patients with malignant neoplasms to track the dynamics of results and measures to control malignant neoplasms; raising the level of professional education of doctors, nurses, training of management personnel; conducting phase II and III clinical trials with the subsequent use of the results for the control of malignant neoplasms.

The solution to this issue is on the verge of the social, organizational and economic aspects of public life. And it is obviously relevant - there is a continuation of the reform of medical care for patients with malignant neoplasms in Ukraine with the use of future innovative approaches, which should provide constitutional guarantees of unlimited access to medical care for patients with malignant neoplasms.

Keywords: reforming, medical care, malignant neoplasm, oncological service, state policy, innovative approaches.

ЕТАПИ СТАНОВЛЕННЯ МЕХАНІЗМІВ ДЕРЖАВНОГО РЕГУЛЮВАННЯ ТРАНСФОРМАЦІЇ МЕДИЧНОЇ ДОПОМОГИ ХВОРИМ ЗІ ЗЛОЯКІСНИМИ НОВОУТВОРЕННЯМИ В УКРАЇНІ

Анотація. Розглянуто етапи і механізми державного регулювання реформування медичної допомоги хворим зі злоякісними захворюваннями в Україні, проаналізовано програми дій в галузі, нормативно-правове забезпечення, суб'єкти управління і відповідальні особи; об'єкти реформування, узгодження запроваджуваних змін з іншими складовими суспільної системи. Про недоліки системи охорони здоров'я України свідчить зростання показників смертності від злоякісних новоутворень, а також неефективний захист населення від ризику катастрофічних витрат у випадку онкологічного захворювання. Основне завдання – зниження рівня захворюваності на злоякісні новоутворення в Україні шляхом профілактики, раннього виявлення, якісного лікування хворих зі злоякісними новоутвореннями, покращення якості життя пацієнтів та зниження рівня смертності.

Досягнення визначених завдань передбачає кілька важливих напрямів роботи: забезпечення первинної профілактики онкологічних захворювань, вплив факторів ризику та покращення поінформованості населення із залученням до активних дій; сприяння ранньому виявленню злоякісних новоутворень; забезпечення рівноправного і постійного доступу до спроможної мережі закладів охорони здоров'я для діагностики і лікування дорослих хворих і дітей зі злоякісними новоутвореннями; забезпечення реабілітації, догляду і паліативної допомоги хворим зі злоякісними новоутвореннями і

підтримка доглядальників на всіх рівнях; покращення інформаційних систем реєстрації злоякісних новоутворень та спостереження за хворими зі злоякісними новоутвореннями для відстеження динаміки результатів і заходів контролю злоякісних новоутворень; підвищення рівня професійної освіти лікарів, середнього медичного персоналу, підготовка управлінських кадрів; проведення клінічних досліджень II та III фази з наступним використанням результатів для контролю злоякісних новоутворень.

Вирішення цього питання знаходиться на межі соціального, організаційного та економічного аспектів суспільного життя. І вочевидь нагальним є продовження реформування медичної допомоги хворим зі злоякісними новоутвореннями в Україні із застосуванням майбутніх інноваційних підходів, які мають забезпечити конституційні гарантії необмеженого доступу до медичної допомоги хворим зі злоякісними новоутвореннями.

Ключові слова: реформування, медична допомога, злоякісне новоутворення, онкологічна служба, державна політика, інноваційні підходи.

ЭТАПЫ СТАНОВЛЕНИЯ МЕХАНИЗМОВ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ТРАНСФОРМАЦИИ МЕДИЦИНСКОЙ ПОМОЩИ БОЛЬНЫМ СО ЗЛОКАЧЕСТВЕННЫМИ НОВООБРАЗОВАНИЯМИ В УКРАИНЕ

Аннотация. Рассмотрены этапы и механизмы государственного регулирования реформирования медицинской помощи больным со злокачественными заболеваниями в Украине, проанализированы программы действий в отрасли, нормативно-правовое обеспечение, субъекты управления и ответственные лица; объекты реформирования, согласование внедряемых изменений с другими составляющими общественной системы. О недостатках системы здравоохранения Украины свидетельствуют повышение показателей смертности от злокачественных новообразований, а также неэффективная защита населения от риска катастрофических расходов в случае онкологического заболевания. Основное задание — снижение уровня заболеваемости злокачественными новообразованиями в Украине путем профилактики, раннего определения, качественного лечения пациентов со злокачественными новообразованиями, улучшение качества жизни пациентов и снижение уровня смертности.

Достижение определенных заданий предусматривает несколько важных направлений работы: обеспечение первичной профилактики злокачественных новообразований, влияние факторов риска и улучшение информованности населения с вовлечением к активным действиям; содействие раннему выявлению злокачественных новообразований; обеспечение равноправного и постоянного доступа к обеспеченной сети учреждений охраны здоровья для диагностики и лечения взрослых и детей, больных злокачественными новообразованиями; обеспечение реабилитации, ухода и паллиативной помощи больным со злокачественными новообразованиями и поддержка сиделок на всех уровнях; улучшение информационных систем регистрации

злокачественных новообразований и наблюдение за больными со злокачественными новообразованиями для отслеживания динамики результатов и мероприятий контроля злокачественных новообразований; повышение уровня профессионального образования врачей, среднего медицинского персонала, подготовка управленческих кадров; проведение клинических исследований II и III фазы с последующим использованием результатов для контроля злокачественных новообразований.

Решение данного вопроса находится на стыке социального, организационного и экономического аспектов общественной жизни. Очевидно, актуальным есть продолжение реформирования медицинской помощи больным со злокачественными новообразованиями в Украине с использованием будущих инновационных подходов, которые имеют необходимость обеспечить конституционные гарантии неограниченного доступа к медицинской помощи больных со злокачественными новообразованиями.

Ключевые слова: реформирование, медицинская помощь, злокачественное новообразование, онкологическая служба, государственная политика, инновационные подходы

Formulation of the problem. Malignant neoplasms, together with diseases of the circulatory system, are decisive in the health of the population of Ukraine, given that they account for 12% of cases in the structure of mortality and 26% in the structure of disability. Today the number of patients suffering from malignant neoplasms and registered in oncological departments throughout Ukraine is more than 850 thousand. People. From 160 to 180 thousand people are registered annually with cancer, about 100 thousand people die from it.

Due to the late diagnosis of oncological diseases, there remains a significant number of patients who die within a year after the diagnosis is made, 38-40 percent. Of particular concern is the fact that a significant proportion of the deceased are citizens of working age. The high incidence of malignant neo-

plasms in the population of Ukraine and the high proportion of this pathology in the structure of mortality of the population requires new approaches to the development of methods and methods of prevention, early detection and effective treatment. This should take into account all the determinants that contribute to the emergence of malignant neoplasms and ways to eliminate them. In Ukraine, cancer is defined as a socially dangerous disease, therefore, registration of each case of malignant neoplasm at the state level is ensured.

Analysis of recent research and publications. The development and reforming of the health care sector and its legislative support has already become the subject of consideration of many researchers. Among them are T. Avramenko, M. Bilinska, N. Vasyuk, Z. Gladuna, L. Zhalilo, V. Knyazevich, N. Krizina, O. Martinyuk, V. Mos-

kalenko, V. Pashkov, J. Radisha, I. Rozhkov, I. Solonenko, N. Yanyuk, N. Yarosh and other scientists. Many works are devoted to the study of issues of public administration and the implementation of public policy in the field of prevention and control of cancer. The issue of ensuring the rights of cancer patients in Ukraine was considered from the point of view of providing such persons with palliative or hospice care (A. Tsarenko, Y. Gubsky, A. Skorina), the idea of the right to life without pain (V. Galunko and V. Naruzhnov, F. Brennan, SH Johnson).

The purpose of this research is to show the urgent need for further reforming medical care for patients with malignant neoplasms in Ukraine, outlining the existing strategic approaches in providing medical care to patients with malignant neoplasms, examining the stages of the formation of mechanisms of state regulation of the transformation of medical care, to consider the prospect of future innovative approaches in the fight with malignant neoplasms price Ukraine. **Presentation of the main material.** The main normative act regulating the activities of the oncological service and the provision of oncological care to the population of Ukraine after 1991 was the order of the Ministry of Health "On measures for further improvement and development of oncological care for the population" (from 30.12.1992 No. 208) [1]. In accordance with the order, planned treatment is prohibited to improve the quality of treatment cancer patients in the general medical network and it is obligatory to involve three specialists in the treatment of a cancer patient - a surgeon, a chemotherapist

and a radiation therapist. In addition, the order determined the functioning of the oncological service in general and approved the following provisions on the oncological dispensary, the chief oncologist, the organizational and methodological office of the oncological dispensary, an oncology office of a polyclinic, a children's oncology office, a female examination room of a medical institution, a male examination room of a medical institution, a centralized cytological laboratory of treatment and prevention medical institution, an anticancer expert commission, a department of an automated control system of a regional (city) oncological dispensary, an oncochemotherapy department of an oncological dispensary, an outpatient chemotherapy room for patients at an oncological dispensary. The new edition of the order of the Ministry of Health of Ukraine from 01.10.2013 No. 845 "On the system of cancer care for the population of Ukraine" [2] was approved, the order entered into force on 18.02.2014 and is currently in force. The order provides for the improvement of the state system of anticancer control, improvement of the state of diagnosis, treatment and medical and social rehabilitation of cancer patients, which will help to reduce mortality from cancer, mortality of cancer patients of working age, reduce neglect rates, increase the survival rate of cancer patients, and reduce the degree of disability. According to the authors, the draft order [2] allows for the improvement and further development of a modern, economically feasible and effective system for organizing specialized care for cancer patients, depending on the needs of

the population and the characteristics of the region, which will ensure the highest possible and dignified quality of life for patients with oncological diseases and will increase the life expectancy of cancer patients, reduce the mortality rate of patients of working age, has great social, economic and moral and ethical significance for the whole society. Also, the draft order [2] approved the structure and functions of the subjects of the oncological service, namely the provision on the main institution for oncology, the National Cancer Register of Ukraine, the oncological institution (dispensary, center, hospital), the information and analytical department of the oncological institution, on the day hospital dispensary, oncochemotherapy department of an oncological dispensary, an office for outpatient chemotherapy of patients at an oncological dispensary, an oncological office of a medical and preventive institution, a female examination room of a medical and preventive institution, an office of cervical pathology of a medical and preventive institution, a mammological office of a medical and preventive institution, a male examination room of a medical and preventive institution institutions, a centralized cytological laboratory, an anti-cancer expert commission, an interregional oncological center. By order of the Ministry of Health of Ukraine dated 01.22.1996 №10 "On the establishment of the National Cancer Register of Ukraine", the state takes measures aimed at ensuring systematic control over the completeness and reliability of information on cancer incidence cases. In Ukraine, the National Cancer Register of Ukraine is functioning, where

all information about the state of anti-cancer fight in the state is accumulated, which is a source for the operational management of the oncological service and determining the ways of its development and improvement. Cancer-register is an automated system for collecting, accumulating, storing and processing personalized information about cancer patients. After all, reliable information about the incidence, mortality and prevalence of malignant neoplasms, the state of diagnosis, treatment and rehabilitation of cancer, as well as the quality of life of patients with malignant neoplasms and patients in the terminal stage is the basis for effective public administration in the field of anticancer control [3].

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An assessment of the state of the provision of oncological care to the population showed that with an increase in the detection rate of malignant neoplasms in patients in the early stages to 53.1% and an increase in the coverage of special treatment to 68.7%, the proportion of patients who did not live 1 year from the moment of diagnosis remained high. - 31.4%, that is, every third patient died during the first year. These data indicate the need to improve medical care for the population of Ukraine suffering from malignant neoplasms.

In order to increase the effectiveness of national measures for prevention (primary, secondary, tertiary), early detection and treatment of malignant neoplasms, reduce mortality, reduce the number of cases due to malignant neoplasms, create conditions for living and improve the quality of life of patients suffering from malignant neoplasms, March 29 2002 By the Resolution of the Cabinet of Ministers of Ukraine № 392, the Oncology Program for 2002–2006 was approved, and on July 24, 2006, the Draft State Program “Fight against Oncological Diseases for 2007–2016” was created. The main goal of the National Program for Combating Cancer Diseases adopted in 2010 by the Parliament of Ukraine for the period until 2016 was to increase the effectiveness of government measures to improve the quality and availability of care for patients with malignant diseases, to introduce state guarantees of medical care, to

improve conditions for extending the life of cancer patients and improving its quality. The implementation of this strategy, according to forecasts of oncologists, should ensure a reduction in mortality from cancer pathology by 8–10% by 2016. According to industry statistics, in 2006, almost 35% of newly registered malignant neoplasms ended up in the third and fourth stages of cancer, when the chances of effective specialized treatment (combined and complex) and healing were unlikely, as a result of which almost every third patient with a malignant disease was in advanced stages within a year of diagnosis was dying. Despite the improvement in the quality of the provision of specialized oncological care to the population of our state due to government measures, the expected cardinal changes in prevention and early diagnosis and, accordingly, the effectiveness of specialized treatment of patients with malignant diseases did not occur [4].

The main problems and shortcomings of the National Cancer Control Program for the period until 2016, approved by the Law of Ukraine dated December 23, 2009 №1794-VI (hereinafter the Program), in this, according to experts: 1) the program provided for the formation of interregional cancer centers, reference laboratories of morphological, cytogenetic and molecular diagnostics of malignant neoplasms in the absence of regulatory documents; 2) an unrealistic volume of tasks and activities was laid down, which cover all components of the organization of anti-cancer struggle, in comparison with the real possibility of budget funding; 3) there were no clear quantitative and qualitative criteria for assessing the

implementation of the Program: their absence is impossible to conduct objective monitoring and control over the use of budget funds; 4) when forming the Program, the needs and benefits of the regions were not analyzed; 5) Program for the period 2009–2016. were financed only partially, mainly for the purchase of funds for chemotherapy and accompanying drugs, according to data released in the period 2010–2015. in accordance with the financing of the Program (the total volume is targeted at UAH 3756115700), at the expense of the state budget - UAH 3238663400) only 56977000 UAH was received, that is, 15.2% of the total planned by the state and 17.6% of the directly promised [5].

But there have already been positive shifts: thanks to the State Program “Oncology” for 2002-2006 adopted by the Cabinet of Ministers of Ukraine, the Draft State Program “Fight against Cancer Diseases for 2007-2016”, the Decree of the President of Ukraine “On urgent measures to reform the security system health of the population “of December 6, 2005, preventive technologies (screening programs), new modern approaches to early diagnosis and specialized treatment in clinical oncology, adopted throughout the world, began to develop. The issues of prevention (primary, secondary, tertiary) and early diagnosis and treatment of malignant neoplasms have become priorities in the oncological service of Ukraine. The solution of these critical issues is impossible without fundamental medical and demographic studies of malignant neoplasms.

In the Intersectoral Comprehensive Program “Health of the Nation” for

2002-2011, a separate section “Fight against cancer” is devoted to the above problem, the points of which include the development of regional systems of measures to reduce the carcinogenic effect on humans, prevent cancer at all levels, improve the equipment of diagnostic and treatment units for the provision of medical care to cancer patients in order to improve its quality and timeliness [6].

The result of many years of fundamental and applied scientific research has been the development of measures for the primary and secondary prevention of malignant neoplasms. In particular, the primary prevention of cancer is to create favorable living conditions, thanks to which the genetic risks of the onset of the disease are not realized, for example, we are talking about quitting smoking, drinking too much alcohol, fighting excess weight, physical inactivity and preventing sexually transmitted infections. Secondary Prevention is a preventive examination and timely examination, timely treatment of precancerous conditions and early cancer treatment. For practical health care in terms of implementation, the main problem remains secondary prevention and early detection of cancer, there is a system of measures aimed at identifying chronic pre-tumor and tumor diseases in the initial stages.

The development and implementation into practice will require screening programs, instrumental and laboratory methods for studying high-risk groups of diseases and groups with precancerous pathologies, the effectiveness of which has been proven economically.

Considering that in 2006 almost 35 % of newly registered malignant

neoplasms ended up in the third and fourth stages of cancer, the importance of providing political assistance was undeniable. During the period of independence of our state, the construction of a system of palliative and hospice care began, but in order to better understand this process, we will briefly analyze the important milestones in the formation and development of this assistance in Ukraine. The first hospice-type institutions in Ukraine were opened (with the assistance of international organizations): in Lviv (1996), Ivano-Frankivsk (1997), Korosten (1998), which are currently the leading institutions providing palliative and hospice care inpatient and outpatient. In 1999, the Association for Low-Innovation and Palliative Therapy was created, which developed the Manifesto of the Hospice Movement in Ukraine. In 2001, the All-Ukrainian charitable organization Council for the Protection of the Rights and Safety of Patients, founded with the support of the International Renaissance Foundation, for the first time in our country drew public attention to the pressing issues of ensuring the rights of incurable patients. So, in the approved by the Resolution of the Cabinet of Ministers of Ukraine №14 of 10.01.2002. Intersectoral comprehensive program "Health of the Nation" for 2002–2011. It was envisaged to create networks of hospices for symptomatic treatment of cancer patients in the terminal stage, to expand the network of day care and hospitals at home, institutions (departments) of medical and social care and hospices. In 2006, an Interdepartmental Working Group was created to improve the legal framework for palliative care, and

in 2007, All-Ukrainian Association of Palliative Care. In 2008, in accordance with the Order of the Ministry of Health of Ukraine dated 04.17. №210, the Coordination Council for Palliative and Hospice Care at the Ministry of Health of Ukraine was created, which developed a draft concept of the State Target Program for the Development of Palliative and Hospice Care in Ukraine for 2010-2014 [7]. In 2008. By order of the Ministry of Health of Ukraine №159-0 of 24.07.2008, the Institute of Palliative and Hospice Medicine of the basic scientific, methodological and clinical institution of the Ministry of Health of Ukraine was established to provide palliative and hospice care. Also created: the department of palliative and hospice medicine at the National Medical Academy of Postgraduate Education named after P.L. Shupik (2009), which provides professional training for doctors and nurses in this area; All-Ukrainian public organization. In Ukraine, the state policy for the development of the palliative and hospice care system has not yet been formed. Although during the study period certain shifts and successes were achieved in the palliative and hospice care system, initiatives, policy priorities for the development of this system, and their lobbying in political circles are formed and carried out, as a rule, "from below". Often, efforts, attempts by initiative groups consisting of progressive doctors, scientists, and public organizations to solve pressing issues in this system at the state level are met with indifference on the part of politicians, political parties and are leveled by them. This is confirmed by the rejection of the government of

Ukraine of the draft Concept of the State Target Program for the Development of Palliative and Hospice Care for 2010–2014 [7], which in 2008. developed by the “Ukrainian League for the Development of Palliative and Hospice Care”, representatives of other public organizations, specialists, scientists in this system and was submitted to the Ministry of Health of Ukraine for consideration by the CMU. Ukrainian politicians, officials, representatives of the executive branch remain insufficiently informed about the scale, current trends towards deepening the problems of palliative and hospice care, superficially understanding its socio-economic and humanitarian significance [8]. Organization “Ukrainian League for the Promotion of Palliative and Hospice Care” (2010), which has its own organizations in almost all regions of Ukraine. There are serious problems in the organization of the provision of palliative and hospice care, which are largely determined by shortcomings in the organizational and other mechanisms of government in this area. The scale of coverage of these problems is nationwide, proving the need for their urgent consideration and solution at the level of the highest, central government bodies, which must ensure the proper regulation of public relations in this system, the realization by incurable patients of their constitutionally guaranteed right to medical care and appropriate support. An urgent need is the development and implementation of such an organizational mechanism for the state management of palliative and hospice care, which would make it possible not only to effectively solve these problems, but also to constantly ensure the provision of

such care to both adults and children with malignant neoplasms in the necessary volumes and at the proper level of quality.

Thus, the level of medical care for the population of Ukraine suffering from malignant neoplasms still does not correspond to real needs and modern requirements, and the provision of effective and economically acceptable medical care for patients with malignant diseases should remain one of the priority tasks of protecting public health. To solve this problem, in addition to the clinical part, you need several more components that are on the verge of the social, organizational, economic aspects of a fast life [7, 9]. There is a significant need to organize and conduct rehabilitation measures for able-bodied patients with primary disability due to malignant neoplasms. According to statistics from the Ukrainian State Research Institute of Medical and Social Problems of Disability (based on the annual reports of the Medical and Social Expert Commission, since 2001), the proportion of able-bodied patients among persons with disabilities caused by malignant neoplasms in different regions of Ukraine varies within 50–90 %, in Ukraine as a whole – 65–75 %. Model programs and standards for individual rehabilitation of disabled adults with malignant diseases have not been developed in our country. The Ministry of Health does not have a system for the rehabilitation of oncological patients, and the Ministry of Social Policy does not have normative documents for such rehabilitation. Very few rehabilitation programs for disabled people with malignant neoplasms are deve-

loped and implemented locally (within individual associations and rehabilitation organizations (more often calculated), separate regional programs). Therefore, research and practical steps aimed at ensuring the rehabilitation of cancer patients / invalids not only in the process of standard treatment for malignant neoplasms, but also their longer recovery are relevant. Full rehabilitation is an important component not only of preventing recurrence of malignant neoplasms and complications of anticancer treatment, but also improving the quality of life of patients, restoring their integration into public life, which will have not only purely medical, but also positive social and economic effects [10, 11].

During the XIII Congress of Oncologists and Radiologists of Ukraine, which took place on May 26–28, 2016 in the city of Kiev with the support of the Ministry of Health Protection of Ukraine, the National Academy of Sciences (NAS) of Ukraine, the National Academy of Medical Sciences (AMS) of Ukraine and the National Cancer Institute The Ministry of Health of Ukraine considered the directions of oncology development by creating a general concept for the development of the national system of oncological care in the sequence: “principles” - the logic of development “structure” The slogan of the concept was defined as “The person in the spotlight”. Accordingly, strategic goals were formed: Strategic goal

№ 1 - a consistently high level of quality of medical care; Strategic cylinder № 2 – the formation of an advanced scientific innovation system; Strategic goal № 3 – creation and development of a new educational sys-

tem; Strategic goal № 4 is to create a highly efficient system for the transfer of advanced technologies. Industry experts note the need to attract investments for the normal development of the industry and separately touched on the key principles of budget policy, in particular: 1) the development of multichannel financing, maximizing it through off-budget sources (in particular, an important resource of off-budget financing, helps to attract investors to expert support of activities and projects, management training, etc., public-private partnerships, 2) participation in multicenter randomized studies of II and III phases to study the effectiveness of drugs in the treatment of patients with cancer (benefits are received by patients, doctors, researchers); 3) attracting investments from international (private and government) organizations to finance scientific research (“Horizon 2020”, “Action Plan Ukraine – European Union”, 7th EU Framework Program, etc.) [12].

The transformation and reforms carried out in Ukraine are inextricably linked with the search for fundamentally new methods of organization and management of the medical sector. This requires adequate changes in the planning structure of material and technical support for the production of medical services and, accordingly, necessitates improving the accounting information system necessary for making management decisions. The efficiency of economic activities of medical institutions largely depends on the assessment and rational use of inventories.

Based on the needs of today, an urgent need is the analysis of key perfor-

mance indicators and its planning of individual medical institutions. The urgent need for such an analysis is dictated by the requirements of the functioning of a specialized medical institution in a large city. In order to plan the studies of the medical institution selected for analysis in accordance with the priority, the purpose of the analysis is determined; users of research results; the prospect of the study (society, government, medical institution, patient); time parameters of the calculation (length of stay of the patient in the hospital, period until complete recovery, life expectancy of the patient); group of patients (age, gender, diagnosis, comorbidities, etc.); choice of technology and drugs in comparison (best alternative, standard technology, etc.). When choosing, the parameters should be interrelated. If the results of the pharmaco-economic analysis are needed to compile the form of an individual hospital, then only the costs associated with the patient's stay in the hospital will be taken into account in the calculations [13].

The prophylactic focus of the fight against cancer should be constitutive in the oncological program, which will allow in the near future to reduce the incidence by 50%. Today, there are new directions in the search for financing of the oncological industry and its tariffication based on state norms and standards of oncological care; in addition, there are significant shortcomings in the organization of the procurement of drugs for the treatment of cancer patients and their further distribution in the network of oncological institutions. their autonomization.

Conclusions: Having considered the stages of the formation of mecha-

nisms of state regulation of transformation in the provision of medical care to patients with malignant diseases in Ukraine, within the framework of providing a patient with malignant neoplasms with the constitutional right to receive effective treatment, the industry needs further reform. It is necessary to use innovative approaches in the fight against malignant neoplasms, namely: the implementation of a targeted state policy on the formation of a National Strategy in the Fight against Malignant Neoplasms, aimed at the development of multifunctional financing, management training, participation of Ukraine in multicenter clinical randomized trials of phases II and III with participation of patients with malignant neoplasms, attracting investments from international organizations (private and government) at the regional and local levels; improving performance indicators and planning the work of individual medical oncological institutions (oncological dispensaries, modern cancer care centers), compiling local forms, taking into account the pharmaco-economic analysis, and also the creation of an appropriate legislative framework and program for the implementation of the national concept of combating malignant neoplasms.

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PUBLIC LEADER'S COMMUNICATION SKILLS TO BUILD DIALOGUE

Abstract. The article examines the communication skills of the head of education for building a dialogue and purposeful formation of a new generation of modern leaders. It was found that a public leader, whose professional competence is a specially prepared deep process of the exchange of meanings, during which there are qualitative changes in the relations between the participants in the conditions of the democratic development of society. It has been established that in this context, it becomes necessary to purposefully form communication skills in the context of conducting a dialogue both in organizing internal and external relations in the context of a new generation of professionals who must adequately respond to social challenges, introduce and produce ideas in conditions of using the establishment of relations with the public, effectively broadcast social and cultural values, have the ability to conduct negotiations and business communication, but also exchange basic social values and communicate with a mass addressee.

It was investigated that an important condition for the effectiveness of the work of a specialist in public administration is to take into account the gender component when considering conflicts in the organization's environment, to avoid gender stereotypes and to form the gender sensitivity of one's own and colleagues. Such accounting is a significant step in building the European educational space and reducing the level of conflict in the team; the indicated ways of introducing the educational program "Basic skills of a mediator in an educational institution and society", which has been successfully tested with 2015. It has been substantiated that the communication skills of the head of education for building a dialogue acquires a new meaning of mediation and dialogue, which will allow the formation of communication technologies and his skills in the field of ethical requirements of democracy, openness of the public sphere, freedom of the media, ensuring national interests, etc.

Keywords: generation, public, business communication, public leader, communication, professional competence, civil servant, mediation, conflict, dialogue

КОМУНІКАТИВНІ НАВИЧКИ ПУБЛІЧНОГО КЕРІВНИКА ДЛЯ ПОБУДОВИ ДІАЛОГУ

Анотація. Розглянуто комунікативні навички керівника освіти для побудови діалогу та цілеспрямованого формування нової генерації сучасного керівника. З'ясовано, що професійна компетентність публічного керівника є спеціально підготовленим глибинним процесом обміну смислами, під час якого відбуваються якісні зміни в стосунках між учасниками в умовах демократичного розвитку суспільства. Встановлено, що у цьому контексті необхідним стає цілеспрямоване формування комунікативних умінь в умовах проведення діалогу як в організації внутрішніх, так і зовнішніх зв'язків в умовах нової генерації професіоналів, які мають адекватно реагувати на суспільні виклики, впроваджувати та продукувати ідеї в умовах використання налагодження взаємин із громадськістю, ефективно транслювати соціальні й культурні цінності, мати уміння ведення переговорів та ділового спілкування, обміну базовими суспільними цінностями та комунікації з масовим адресатом.

Досліджено, що важливою умовою ефективності роботи фахівця з публічного управління є врахування гендерної складової під час розгляду конфліктів у середовищі організації, уникнення гендерних стереотипів та формування гендерної чутливості своєї та колег. Таке врахування відповідатиме вагомому кроку у побудові європейського освітнього простору та зменшенню рівня конфліктності в колективі; зазначено шляхи впровадження освітньої програми "Базові навички медіатора в закладі освіти та громаді", яка успішно апробована з 2015 року. Обґрунтовано, що комунікативні навички керівника освіти для побудови діалогу набувають нового змісту медіації та діалогу, який надасть можливість сформувати технології комунікації та оволодіти навичками в галузях етичних вимог демократії, відкритості публічної сфери, свободи ЗМІ, забезпечення національних інтересів тощо.

Ключові слова: генерація, громадськість, ділове спілкування, публічний керівник, комунікація, професійна компетентність, державний службовець, медіація, конфлікт, діалог.

КОММУНИКАТИВНЫЕ НАВЫКИ ПУБЛИЧНОГО РУКОВОДИТЕЛЯ ДЛЯ ПОСТРОЕНИЯ ДИАЛОГА

Аннотация. Рассмотрены коммуникативные навыки руководителя образования для построения диалога и целенаправленного формирования нового поколения современного руководителя. Выяснено, что профессиональная компетентность публичного руководителя является специально подготовленным глубинным процессом обмена смыслами, во время которого происходят качественные изменения в отношениях между участниками в условиях демократического развития общества. Установлено, что в этом контексте необходимым становится целенаправленное формирование коммуникативных умений в условиях проведения диалога как в организации внутренних, так и внешних связей в условиях нового поколения профессионалов, которые должны адекватно реагировать на общественные вызовы, внедрять и продуцировать идеи в условиях использования налаживания отношений с общественностью, эффективно транслировать социальные и культурные ценности, иметь умение ведения переговоров и делового общения, обмена базовыми общественными ценностями и коммуникации с массовым адресатом.

Доказано, что важным условием эффективности работы специалиста публичного управления является учет гендерной составляющей при рассмотрении конфликтов в среде организации, избегать гендерных стереотипов и формировать гендерную чувствительность свою и коллег. Такой учет будет отвечать весомому шагу в построении европейского образовательного пространства и уменьшению уровня конфликтности в коллективе; указаны пути внедрения образовательной программы “Базовые навыки медиатора в заведении образования и общества”, которая успешно апробирована с 2015 года. Обосновано, что коммуникативные навыки руководителя образования для построения диалога приобретают новый смысл медиации и диалога, который позволит сформировать технологии коммуникации и овладеть навыками в области этических требований демократии, открытости публичной сферы, свободы СМИ, обеспечение национальных интересов и т. п.

Ключевые слова: генерація, громадськість, ділове спілкування, публічний керівник, комунікація, професійна компетентність, державний службовець, медіація, конфлікт, діалог.

Formulation of the problem. In the process of moving towards building a democratic state, the issues of transparency and openness of the activities of

state authorities, the formation of trust in them become a priority [1-9; five]. In this context, it becomes necessary to purposefully form a new generation of professionals who are able to adequately respond to social challenges, work equally in the development of ideas, use innovative technologies to establish relations with the public, effectively broadcast social and cultural values, and have not only negotiation and business communication skills, but also the exchange of basic social values and communication with the mass addressee. That is why an important condition for the effectiveness of the work of a public head of education is to take into account the gender component when considering the entire range of topics that relates to conflicts in the youth environment (causes, types, consequences for adolescents, etc.), to avoid gender stereotypes and to form gender sensitivity of one's own and colleagues. Such accounting is a significant step in building an educational space and reducing the level of conflict in the team. One of the ways can be considered the development and implementation of the educational program "Basic skills of a mediator in the institution of education and society", this program has been successfully tested with 2015 [8]. This is confirmed by the norms of the Law of Ukraine "On ensuring equal rights and opportunities for women and men", the National Action Plan for the implementation of the recommendations set out in the concluding observations of the UN Committee on the Elimination of All Forms of Discrimination against Women in the Eighth Periodic Report of Ukraine on the Implementation of the Convention on the Elimination of All

forms of discrimination against women, the National Action Plan for the Implementation of UN Security Council Resolution 1325 "Women. World. Safety". Basic mediation skills "is provided by the tasks of the Law of Ukraine "On Education" from 05.09.2017 No.3 2145-19 (Articles 6, 12) [9], the State Social Program "National Action Plan for the Implementation of the UN Convention on the Rights of the Child" for the period up to 2021, approved by the Resolution of the Cabinet of Ministers of Ukraine from April 5, 2017 No.230-r, the State Target Program for the restoration and development of peace in the eastern regions, approved by the Resolution of the Cabinet of Ministers of Ukraine from December 13, 2017 No.1071, by order of the Ministry of Education and Science of Ukraine from 08.08.2017 No.1127 "On approval of the action plan of the Ministry of Education and Science of Ukraine for the development of the psychological service of the education system of Ukraine for the period with 2020", etc. [5, 7, 8]. The communication skills of a modern leader for building mediation and dialogue take on a new meaning. This is due to the need to develop new teaching methods in accordance with the technologies of managerial communication, whatever the leader possesses in the field of ethical requirements of democracy, openness of the public sphere, freedom of the media, ensuring national interests, and the like. At the same time, the personality of a public leader must meet the expectations of the public and ensure the trust of society and citizens in public service, contribute to the realization of human and civil rights and freedoms [4].

The use of management communications by a modern leader is not just a professional personality. The research has shown, if we take into account only the communicative aspect, then the speech of professionals is characterized by communicative isolation, addressing the “mysterious”. But it is also necessary to take into account that the social communication of the leader has social significance due to the functions of the civil service: after all, this is the language spoken by the authorities, the basis of which is communication. Researchers determine that communication is one of the most important ways of conceptualizing and realizing and understanding reality, but speech, like communication in general, more or less clearly reflects the structure of sociopolitical power in a particular society [2], and citizens depend on its effectiveness stick to her side. The key form of development of the communicative competence of the communication of the head is the public sphere, which is closely related to the formation of civil society.

Analysis of recent research and publications. The study of scientific sources showed that the research is based on the research of L. A. Pashko, Doctor of Science in Public Administration, Professor, Professor of the Department of Parliamentarism and Political Management of the National Academy of State Administration, who proves in his works and substantiates the content of the communicative competence of the head of a public authority, the typology sociocultural personality of the language [7]. In her writings, N.B. Larina, Candidate of Pedagogy, First Deputy Director of the Insti-

tute for Advanced Training of Leading Personnel of NASU, Honored Worker of Education of Ukraine, considers the creative potential of oral speech in managerial activity as a social and professional phenomenon within the framework of administrative discourse, in which those of his parameters that are formed by his profession and reflect the life and professional dominant, methods of developing such competence through axiological communication trainings, coaching [4, 7]. **The purpose of the article is** to substantiate the communication skills of a specialist in public administration for building a dialogue as the communication skills of a modern leader.

Presentation of the main research material. Let us analyze the latest research and publications of the problem. However, first, let’s find out what is included in the definition of “civil servant” and “local government official”. In accordance with the Laws of Ukraine “On Civil Service” and on “On Service in Local Self-Government Bodies” [8]:

a civil servant is a citizen of Ukraine who holds a civil service position in a state authority, another state body, its staff (secretariat), receives wages from the state budget and exercises the powers established for this position directly related to the performance of tasks and functions such a public body, and also adheres to the principles of public service [6]; a civil servant is a citizen of Ukraine who holds a civil service position in a state authority, another state body, its staff (secretariat), receives wages from the state budget and exercises the powers established for this position directly related to the performance of tasks and functions

such a public body, and also adheres to the principles of public service [6];

To get into government service, you need to pass a competition. As well as serving in local governments (with a few exceptions) [6, 9].

The competition is carried out in accordance with certain requirements for the professional competence of a candidate for a civil service position based on the results of an assessment of his personal achievements, knowledge, skills, moral and business qualities for the proper performance of official duties.

At the legislative level, it is clearly defined that professional competence is the ability of a person, within the limits of authority determined by the position, to apply special knowledge, skills and abilities, to identify the appropriate moral and business qualities for the proper performance of established tasks and responsibilities, training, professional and personal development [8]. For persons applying for entry into the civil service, there are requirements for their professional competence, which are divided into general and special. General requirements are clearly spelled out in the Law of Ukraine “On Civil Service”. Special requirements for persons applying for positions in the civil service of categories “B” and “C” are determined by the subject of appointment, taking into account the recommendations approved by the central executive authority, which ensures the formation and implements the state policy in the field of civil service. And persons applying for positions in the civil service of category “A” must meet the standard requirements (including special ones) approved by the Cabinet of Ministers of Ukraine.

In 2016, the Cabinet of Ministers of Ukraine approved the Concept for the introduction of positions of specialists on reform issues. Its goal is to create the necessary conditions for the preparation and implementation of national reforms by updating and strengthening human resources by attracting qualified and competent specialists — specialists on reform issues [8].

For various categories of positions of specialists in reform issues, the competence “communication and interaction” has its own requirements.

For state secretaries of ministries, these are:

- the ability to identify interested and influential parties and develop partnerships.
- the ability to effectively interact, listen, perceive and express thought.
- the ability to speak publicly in front of an audience.
- the ability to convince others through arguments and consistent communication.

For the head of the expert group, these will be:

- ability to listen to opinions;
- ability to express your opinion, express yourself clearly (orally and in writing), persuade;
- ability to speak to an audience.

And for government experts, these are:

- the ability to listen and perceive thoughts;
- ability to listen to opinions, express themselves clearly (orally and in writing);
- willingness to share experiences and ideas, openness in the exchange of information;
- orientation towards team results.

As you can see, there are different requirements for different categories of managerial positions. If for the head of the expert group the priority is the ability to express one's opinion, persuade and the ability to speak in front of an audience, then for a state expert it is important to listen and perceive thoughts, the willingness to share experiences and ideas, openness in the exchange of information, as well as focus on team results. Consider a few more competencies and requirements for various communication requirements of the head, namely [1, 4].

Ability to conduct public speaking:

- The ability to establish contact with the audience, transmit information and receive feedback;
- The ability to clearly, consistently, structured and clearly state their position;
- The ability to apply the techniques of public speaking.

Conducting business negotiations:

- Ability to prepare mutually beneficial options for cooperation / issue resolution;
- Ability to identify the interests of the parties, analysis of their strong and weak positions;
- The ability to build argumentation and counter argumentation.

Ability to substantiate one's own position:

- The ability to correctly place accents and arguments;
- The ability to correctly formulate theses;
- the ability to use techniques of comparison and generalization, bringing arguments by examples.

Ability to conduct a dialogue:

- to hear and perceive the thoughts and views of other participants in the dialogue;

- to direct towards an open decision-making, which is most acceptable for all participants in the dialogue, takes into account the interests and needs voiced by them;

- on the orientation of the presentation of different views and opinions on the subject of discussion;

- take responsibility for managing the dialogue process.

That is, while there is an understanding that the public service needs specialists who have sufficient communication skills. All these requirements for their competence are designed to help the effective work of public officials, including during the establishment of interaction with the public.

Practice and experience have shown that various forms of consultations (face-to-face and telephone, answers to written questions, "hot lines", etc.) complement the work with the public with a whole range. Consulting forms of work with the public already contribute to their content a certain element of active perception of the subject of cooperation. They provide the public with an opportunity to voice their opinion. At the same time, the role of a public servant should not be limited to just listening to the public. It is important for a dialogue to take place and a decision acceptable to all be made in the normative and legal plane.

The study showed that the main normative legal act governing the mechanism for holding public consultations in Ukraine is the Procedure for conducting public consultations on the formation and implementation of state

policy, approved by the Resolution of the Cabinet of Ministers of Ukraine from November 3, 2010 No. 996. However, local governments it is only recommended to use this order in your work.

According to the Procedure for Public Consultations on the Formation and Implementation of State Policy, public consultations are carried out in the form of: public discussion (direct form); public opinion research (indirect form).

The general meeting is a multifaceted and multifunctional phenomenon. They can be viewed as a means of democracy and a form of local self-government; the organizational form of the activities of public organizations and the structural element of other forms of democracy; the form of realization of constitutional rights and freedoms of man and citizen – a means of expressing the will of a complex of natural rights; a means of feedback between citizens and the state, and the like.

Article 13 of the Law of Ukraine “On Local Self-Government in Ukraine” determines that a territorial community has the right to hold public hearings – to meet with deputies of the relevant council and officials of local self-government, during which members of the territorial community can hear them, raise a question and make proposals on issues local significance related to the jurisdiction of local government.

Various legislative acts define the possibility of holding public discussions, the forms of which are independently determined by local governments.

An important form of dialogue is the so-called advisory or coordination

councils, advisory committees, public councils – these are groups of volunteers from community representatives who work on a permanent basis in the mode of meetings and help to clarify the interests of society in those issues that are addressed by a public organization, government or local government.

The study and analysis of the normative acts of the research problem made it possible to determine the criteria for the effectiveness of the communication activity of a public administration specialist who ensures interaction with the public. These are: optimality (correspondence between the problem and the adopted means of solving it); effectiveness (reality of the results achieved); continuity (from the performance of one level, a transition is made to the next, more important, complex and promising one).

Achieving these criteria indicates a high level of his communication skills. One of them is dialogue [2, 3, 4].

Dialogue is a specially prepared deep process of the exchange of meanings, during which qualitative changes occur in the relations between the participants; exchange of meanings; qualitative change; organized process. The key in dialogue is building connections and relationships with yourself and others.

In the course of the study, we found that the results of the dialogue: the positions of the participants in the dialogue were heard, and the interests were taken into account; understanding each other's needs; an open and fair decision; the best solution for stakeholders. In doing so, we took into account the principles of forming a dialogue:

Doesn't hurt. Voluntary and self-termination of the parties. Participant inclusiveness. The balance of power. The choice of controlled communication and its confidentiality [3]. In the context of active use of the principles of dialogue, we came to the conclusion that it is necessary to take into account the prerequisites for a successful dialogue: the diversity of experience of the participants involved in the dialogue; no need to resolve the issue during a specific dialogue meeting; balance of the relative strength of the parties to the dialogue [4].

Conclusions. So. Among the specific communication skills and abilities of a public administration specialist to conduct a dialogue, the following can be distinguished: 1) attentively listen, observe and memorize not only the phrases of the interlocutors, but also the manner of their behavior; 2) to establish simple and transparent communication between the participants in the dialogue; 3) identify the similarities and differences in the positions of the (conflicting) parties; 4) analyze and synthesize information about the problem; 5) diagnose and reward effective behavior; 6) create a model of effective behavior; 7) provide feedback between the participants in the process, excluding the "offensive" and "defensive" forms of communication; 8) inspire confidence in the participants in the mediation process; 9) encourage constructive conflict actions, 10) be patient and confident in the positive result of the dialogue.

Considering the above, we also draw attention to the important components of the dialogue, without which the dialogue will not be effective.

1. For an effective dialogue, it is important to take care of all the components and their balance:

intellectual, emotional, physical and spiritual components.

2. Dialogue: provides an opportunity to get acquainted with other worldviews/ways of perceiving the world, to understand yourself and your beliefs, values, stereotypes of thinking and prejudice; still recognizes the importance of both objective facts and personal stories for understanding dialogue issues; improve communication skills; create conditions for a joint search for the most acceptable idea or further action; accompany the general analysis of the problem and create a good basis for joint action; ensuring the fundamental task of dialogue.

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FACTORS OF INFLUENCE ON THE PROFESSIONAL DEVELOPMENT OF PUBLIC SERVICE IN UKRAINE

Abstract. The article reveals the influence of factors on the professional development of public service in Ukraine. The essential of the concept's of “factor” and “factors of professional development” is considered. It has been established that the factors of professional development of the public service should be understood internal and external reasons in relation to the public servant, which significantly affect the changes that occur in his professional activity. The classification of factors influencing development by various scientists is considered. It is established that the above approaches to determining the factors affecting the professional development of public service in Ukraine are mostly fragmentary. At the same time, it is well known that professional development occurs not only at the personal (individual) level, but also at the level of service in public au-

thorities and is related to all social and professional activity in the field of public administration. In the process of professional development of public servants, it should be taken into account that the public service system in Ukraine is open, with a fairly rapid internal movement of public servants. For employees, the risk of losing their working and, on the other hand, is more likely to advance in the service, has increased; therefore, the improvement of professional development is the most important mechanism for maintaining the position and ensures rapid career growth. It was found that the professional development of public service is influenced by many factors that we have divided into four groups (socio-economic, individual socio-psychological and motivational). Socio-economic factors affecting the professional development of public service in Ukraine can be considered unregulated, since they do not depend on the management process, but they stimulate the adoption of important managerial decisions. Other factors (individual, socio-psychological and motivational) can affect the professional development of public service in Ukraine in different ways. The influence of these factors should be taken into account in the process of managing the professional development of public servants in Ukraine.

Keywords: professional development, public service, public servants, factors of professional development, management of professional development.

ФАКТОРИ ВПЛИВУ НА ПРОФЕСІЙНИЙ РОЗВИТОК ПУБЛІЧНОЇ СЛУЖБИ В УКРАЇНІ

Анотація. Розкрито вплив чинників на професійний розвиток публічної служби в Україні. Розглянуто сутність понять “чинник” та “чинники професійного розвитку”. Встановлено, що під чинниками професійного розвитку публічної служби слід розуміти внутрішні та зовнішні причини стосовно публічного службовця, які істотно позначаються на змінах, що відбуваються у його професійній діяльності. Розглянуто класифікацію чинників, що впливають на професійний розвиток, різними науковцями. Встановлено, що наведені підходи до визначення чинників, що впливають на професійний розвиток публічної служби в Україні, є переважно фрагментарними. Водночас загальновідомо, що професійний розвиток відбувається не лише на особистісному (індивідуальному) рівні, а й на рівні служби в органах публічної влади та має відношення до всієї соціально-професійної діяльності у сфері державного управління. У процесі професійного розвитку публічних службовців варто брати до уваги те, що система публічної служби в Україні є відкритою, з доволі швидким внутрішнім рухом публічних службовців. Для службовців, з одного боку, на даний час посилюється ризик позбутися посади, а з іншого — швидше просунути на службі, тому покращення професійного розвитку виступає найважливішим механізмом збереження посади та забезпечує стрімке кар’єрне зростання. З’ясовано, що на професійний розвиток публічної служби впливає чимало чинників, які нами можна поділити на чотири групи (соціально-економічні, індивідуальні, соціально-психологічні та мотиваційні). Соціально-економічні чинники, які впливають на професій-

ний розвиток публічної служби в Україні можна вважати нерегульованими, оскільки не залежать від процесу управління, проте стимулюють прийняття важливих управлінських рішень. Решта чинників (індивідуальні, соціально-психологічні та мотиваційні) можуть по-різному позначатися на професійному розвитку публічної служби в Україні. Вплив означених чинників потрібно брати до уваги в процесі управління професійним розвитком публічних службовців в Україні.

Ключові слова: професійний розвиток, публічна служба, публічні службовці, чинники професійного розвитку, управління професійним розвитком.

ФАКТОРЫ ВЛИЯНИЯ НА ПРОФЕССИОНАЛЬНОЕ РАЗВИТИЕ ПУБЛИЧНОЙ СЛУЖБЫ В УКРАИНЕ

Аннотация. Раскрыто влияние факторов на профессиональное развитие публичной службы в Украине. Рассмотрены сущность понятий “фактор” и “факторы профессионального развития”. Установлено, что под факторами профессионального развития публичной службы следует понимать внутренние и внешние причины относительно публичного служащего, которые существенно сказываются на изменениях, происходящих в его профессиональной деятельности. Рассмотрена классификация факторов, влияющих на развитие, различными учеными. Установлено, что приведенные подходы к определению факторов, влияющих на профессиональное развитие публичной службы в Украине, есть преимущественно фрагментарными. В то же время общеизвестно, что профессиональное развитие происходит не только на личностном (индивидуальном) уровне, но и на уровне службы в органах публичной власти и имеет отношение ко всей социально-профессиональной деятельности в сфере государственного управления. В процессе профессионального развития публичных служащих следует принимать во внимание то, что система публичной службы в Украине является открытой, с довольно быстрым внутренним движением публичных служащих. Для служащих, с одной стороны, в настоящее время усилился риск лишиться должности, а с другой — скорее продвинуться по службе, поэтому улучшение профессионального развития выступает важнейшим механизмом сохранения должности и обеспечивает стремительный карьерный рост. Выяснено, что на профессиональное развитие публичной службы влияет множество факторов, которые можно разделить на четыре группы (социально-экономические, индивидуальные, социально-психологические и мотивационные). Социально-экономические факторы, влияющие на профессиональное развитие публичной службы в Украине, можно считать нерегулируемыми, поскольку не зависят от процесса управления, однако стимулируют принятие важных управленческих решений. Остальные факторы (индивидуальные, социально-психологические и мотивационные) могут по-разному сказываться на профессиональном развитии публичной службы в Украине. Влияние данных факторов нужно принимать во внимание в процессе управления профессиональным развитием публичных служащих в Украине.

Ключевые слова: развитие, публичная служба, публичные служащие, факторы профессионального развития, управление профессиональным развитием.

Statement of the problem. First of all, professional development is the coordination of personal interests of employees with the interests of public service. In addition, professional development is a kind of mechanism that is designed to protect against illegal actions of the head, as well as to ensure efficiency. In turn, the effectiveness of work depends mainly on the quality of professional selection, the functions of the professional sphere, where the public servant will use and deepen existing knowledge and skills. There are many factors that affect the professional development of public servants. In order to reduce the adverse effects of these factors, the state is obliged to assist the public servant in solving various problems: to create favorable working conditions, to provide premises with good lighting and heating; transport, communication, as well as to provide automation of work, etc.

Analysis of the recent research and publications. Currently, there are many studies on the professional development of public servants, but the study of the influence of factors on the professional development of public service has studied by such scientists as I. Bushuyeva, Z. Isayev, L. Karamushka, L. Myronova, M. Novykova, O. Okis, D. Super, G. Tregubenko, I. Shpektorenko and others.

The purpose of the article to reveal the influence of factors on the professional development of public service in Ukraine.

The main material. First of all, we will reveal the essential of the concepts' "factor" and "factors of professional development" in order to clearly define this issue.

So, the factor is a concept's derived from the concept's of "do", "act", "perform a certain act, action", "what does, exerts influence, acts". Among the synonyms of this concept's is the term "factor", which comes from the Latin word "facere" ("act", "produce", "multiply"). Note that in technology, the concept's of "factor" is understood as a source of influence on the process, phenomenon, system. A factor in the general scientific sense is a variable that is assumed to affect the results of an experiment. It is pertinent to point out that in economics and technology a statistical method of analysis of the influence of individual factors on the performance indicator, called factor analysis, is used. Inaccuracy and bias in performing such an analysis can lead to ineffective decisions and, ultimately, to negative economic consequences. When examining any processes in the field of public administration, it is also necessary to outline the factors that affect their course and content [1, c. 155].

Professional development is a long process aimed at preserving, improving and using personal and professional qualities. The content of the process of professional development of personnel is the coordination of goals and objectives of the organization with current

and future professional qualification requirements for employees. The main resource in the civil service is a person with his intellectual and physical abilities, that is ability to work. Professional development is a process of inclusion and activation of employees to perform new production functions [2, c. 35].

Professional development of personnel is a set of organizational and economic measures of the personnel management service of the organization in the field of personnel training, retraining and advanced training. These activity include issues of professional adaptation, evaluation of candidates for vacant positions, current evaluation of personnel, business career planning and career development, work with the personnel reserve, inventive and innovative work in the organization. The implementation of staff development activity involves certain costs, but experience shows that this contributes to a progressive transformation in the organization [3].

Thus, based on the above, we can conclude that the factors of professional development of public service should be understood as internal and external reasons in relation to the civil servant, which significantly affect the changes that occur in his professional activity.

The practical activity of a public servant is determined by his personal characteristics, but at the same time, depends on the professional environment. Therefore, the factors influencing professional development are divided into objective, subjective and subjective objective. Objective factors reflect social relations, moral and psychological climate, the level of development of society as a whole and are

associated with the system of professional activity, as well as with the actions of the individual aimed at achieving high results. Subjective factors are related to the individual prerequisites for the success of professional activity and include the value orientations of the public servant, his motives, orientation, interests, etc. This is, first of all, the content invested by the subject in professional activity, deeds and actions, as well as the subject's knowledge of the means, methods, conditions for achieving the goals. Their manifestation is explained by subjective factors that contribute to the growth of professionalism. Subjective-objective factors related to the organization of the professional environment, the professionalism of managers, as well as the quality of management [4, c. 172].

The professional development of public servants is influenced by various factors. Objective factors include the need for professionals and the prestige of the civil service, as well as the ability to solve modern public administration problems at the professional level. In turn, the subjective factors are the motivation of personal and value orientations [5, c. 200].

D. Super's approach is interesting, which identifies three groups of factors that determine the process of professional development: psychological (intelligence and special abilities of the individual, interests, values and needs), economic and social (economic status, technological change, labor market situation), social (socio-economic status, level of education, marital status, gender, age). According to the scientist, social and psychological factors are crucial for successful professional

development, as high socio-economic status, intellectual abilities allow an individual to get a good education. Educated people use the available resources and opportunities effectively and will be more stable in their professional development. It is difficult to disagree with this statement of the author [6].

At the same time, there are such factors that affect professional development as general (non-official, non-professional) and special (official, professional). In our opinion, such a division is mainly conditional, as general factors contribute to the formation of the basic qualities of the employee related to his work, and, conversely, service activity largely determine the behavior of the individual outside of work [4, c. 174].

Isaev Z. V. along with socio-psychological and personal factors also identifies social, which includes:

- the need to take into account trends in personnel policy;
- the need to improve the assessment of human resources of the public service;
- implementation of socially significant programs;
- development and implementation of a mechanism of interaction between public authorities and society in choosing the priorities of professional development [7, c. 15–21].

In our opinion, the above approaches to determining the factors that affect the professional development of public service in Ukraine are mostly fragmentary. At the same time, it is well known that professional development takes place not only at the personal (individual) level, but also at the level of service in public authorities and is relevant to all socio-professional activity in the field of

public administration. Thus, based on the above, it can be concluded that the factors influencing the professional development of civil servants in Ukraine can be divided into four groups.

Thus, socio-economic factors that affect the professional development of public service in Ukraine can be considered unregulated, as they do not depend on the management process, but stimulate the adoption of important management decisions. The influence of these factors should be taken into account in the process of developing and implementing a strategy for professional development of public servants in Ukraine.

Other factors (individual, socio-psychological and motivational) can affect the professional development of public service in Ukraine in different ways. Thus, individual factors are subject to partial regulation. In particular, it is possible and necessary to regulate the level of qualification of public servants, their value system, etc. Socio-psychological and motivational factors can also be considered regulated, but mostly the accounting and change of these factors affect the effectiveness and quality of management of professional development of public service in Ukraine.

Motivational factors ensure the effective operation of the public service in Ukraine. Since needs determine the motives of behavior and activity of employees, the degree of their satisfaction should be considered as a driving force of professional development of public servants. The degree of satisfaction of the needs of public servants directly determines how well they can develop professionally in the public service. The higher the degree of satisfaction of

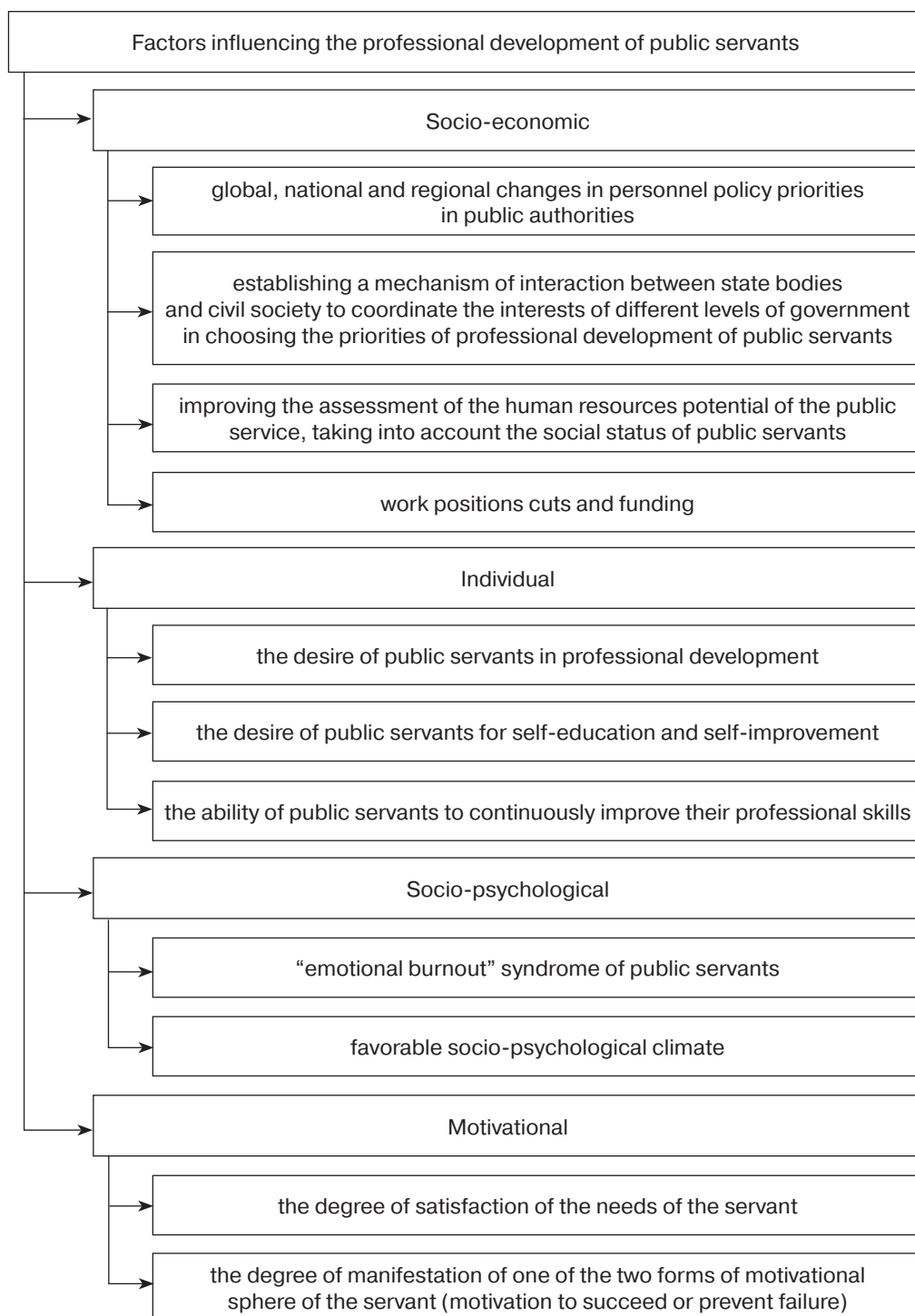


Fig. 1. Factors influencing the professional development of civil servants in Ukraine *

* compiled by the author

needs, the easier it is for public servants to develop their knowledge, skills and abilities [8, p. 49–51].

The subgroup of motivational factors also includes the degree of manifestation of one of the two forms of motivational sphere of public servants (motivation to succeed or prevent failure). Motivation to succeed is the desire of public servants to achieve goals in various activity. At the same time, public servants take full responsibility for the results of their activity. Whereas the motivation to avoid failure is characterized by a relatively strong desire of public servants to avoid failures in life situations, which depend on the assessment of other employees of their activity and on interpersonal interaction in the team [9, p. 94-96].

The predominance of a certain form of motivational sphere of public servants can be considered the main factor that affects their professional development. It is worth noting that in order to form and support professional development, it is necessary to guide public servants to achieve success. Undoubtedly, the activity of public servants can significantly increase the level of efficiency of public service in Ukraine as a whole.

Conclusions. Thus, today the biggest problem in the implementation of state personnel policy is the issue of professional development of public servants, their promotion and improving the quality and efficiency of their activity. This is due to the following factors: the presence of crisis phenomena in the economy in the country, chaos in management processes, a sharp decline in executive discipline in the public service, and so on. In the process of professional development of civil servants,

it should be taken into account that the system of public service in Ukraine is open, with a fairly rapid internal movement of civil servants. Public servants are currently at increased risk of losing their working and, on the other hand, moving up faster, so improving professional development is the most important mechanism for maintaining a work and providing rapid career growth. Thus, the professional development of public service is influenced by many factors, which we have divided into four groups (socio-economic, individual, socio-psychological and motivational). The influence of these factors should be taken into account in the process of managing the professional development of public servants in Ukraine.

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MECHANISMS OF STATE POLICY IN THE FIELD OF NATIONAL SECURITY OF UKRAINE: RISKS AND CHALLENGES

Abstract. The article is devoted to the problems of public policy reform in the context of the National Security Strategy of Ukraine. Challenges of the current system of public administration, including the defense sphere, are considered; emphasis is placed on the need for challenges to develop specific plans for the implementation of the adopted concept with the possibility of adjusting them in accordance with changes in the social and humanitarian spheres in Ukraine; the creation of an effective system of control over the course of reforms with broad public involvement is substantiated. The problem of state policy in the sector of national security of Ukraine, in connection with the Russian aggression, which appeared in the order of implementation of the socio-political life of the country and became the main idea of further development of our state. Due to the fact

that during the years of independence in Ukraine did not pay enough attention to the problems of ensuring the required level of national security, the country faced various cutters of its existence. Effective state management of national security of Ukraine is a necessary condition for preserving the national sovereignty and territorial unity of Ukraine. It is proved that the created system, which functions in the state today, actually has many problems and structural shortcomings, there is a doubling of functions, inconsistency in decision-making, lack of efficiency in analyzing the political situation in Ukraine. A radical change in the entire structure, its focus on the best European standards should be the basis for reforming and leading the national security and defense sector. It is this aspect that raises the issue of improving the effectiveness of public policy mechanisms in terms of public administration and administration.

Keywords: security and defense sector, National Security Strategies of Ukraine, military policy, national security, civilian control.

МЕХАНІЗМИ ДЕРЖАВНОЇ ПОЛІТИКИ В СФЕРІ НАЦІОНАЛЬНОЇ БЕЗПЕКИ УКРАЇНИ: РИЗИКИ ТА ВИКЛИКИ

Анотація. Присвячено проблемам реформування державної політики в контексті Стратегії національної безпеки України. Розглядаються виклики чинної системи державного управління, зокрема і оборонною сферою; акцентовано на необхідності викликів щодо розроблення конкретних планів реалізації прийнятої концепції з можливістю їхнього коригування відповідно до змін соціальної та гуманітарної сфери в Україні; обґрунтовано створення ефективної системи контролю за перебігом реформ із широким залученням громадськості. З'ясована проблема державної політики в секторі національної безпеки України, у зв'язку з російською агресією, які постали в порядку виконання суспільно-політичного життя країни та стали головною ідеєю подальшого розвитку нашої держави. У зв'язку з тим, що за роки незалежності в Україні не звертали достатньої уваги на проблеми забезпечення потрібного рівня національної безпеки, країна постала перед різними ризиками свого існування. Ефективне державне управління національної безпеки України – це необхідна умова збереження національного суверенітету та територіальної єдності нашої держави.

Доведено, що створена система, яка сьогодні функціонує в державі, фактично має багато проблем та структурних недоліків, зустрічається подвоєння функцій, неузгодженість у прийнятті рішень, відсутність оперативності в аналізі політичної ситуації України. Кардинальна зміна усєї структури, орієнтація її на найкращі європейські стандарти має стати основою реформування національного сектору безпеки й оборони та керівництва ним. Саме цей аспект актуалізує питання підвищення ефективності механізмів державної політики в умовах публічного управління та адміністрування.

Ключові слова: сектор безпеки та оборони, Стратегія національної безпеки України, воєнна політика, національна безпека, цивільний контроль.

МЕХАНИЗМЫ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ В СФЕРЕ НАЦИОНАЛЬНОЙ БЕЗОПАСНОСТИ УКРАИНЫ: РИСКИ И ВЫЗОВЫ

Аннотация. Посвящено проблемам реформирования государственной политики в контексте Стратегии национальной безопасности Украины. Рассматриваются вызовы действующей системы государственного управления, в том числе и оборонной сферой; акцентируется внимание на необходимости вызовов по разработке конкретных планов реализации принятой концепции с возможностью их корректировки в соответствии с изменениями социальной и гуманитарной сферы в Украине; обосновано создание эффективной системы контроля за ходом реформ с широким привлечением общественности. Выяснена проблема государственной политики в секторе национальной безопасности Украины, в связи с российской агрессией, которые появились в общественно-политической жизни страны и стали главной идеей дальнейшего развития нашего государства. В связи с тем, что за годы независимости в Украине не обращалось должного внимания на проблемы обеспечения нужного уровня национальной безопасности, страна оказалась перед различными рисками своего существования. Эффективное государственное управление национальной безопасности Украины — это необходимое условие сохранения национального суверенитета и территориального единства нашего государства.

Доказано, что созданная система, которая сегодня функционирует в государстве, фактически имеет много проблем и структурных недостатков, встречается удвоение функций, несогласованность в принятии решений, отсутствие оперативности в анализе политической ситуации в Украине. Кардинальное изменение всей структуры, ориентация ее на лучшие европейские стандарты должна стать основой реформирования национального сектора безопасности и обороны и руководства им. Именно этот аспект актуализирует вопрос повышения эффективности механизмов государственной политики в условиях публичного управления и администрирования.

Ключевые слова: сектор безопасности и обороны, Стратегия национальной безопасности Украины, военная политика, национальная безопасность, гражданский контроль.

Problem statement. The problem of public policy in the security and defense sector of Ukraine in connection with Russia's aggressive actions arose in furtherance of execution of social and political life of the country and became the main idea of further development of our state. Due to the fact that during

the years of independence, the leadership did not pay enough attention to the problems of ensuring the necessary level of defense capability, the country's existence was threatened. The effective public governance of defense sector is a necessary condition for preserving national sovereignty and territorial in-

tegrity of Ukraine. Currently functioning system in fact has many problems and structural shortcomings, there is doubling of functions, inconsistency in decision-making and lack of efficiency in the analysis of military and political situation. The fundamental change in the entire structure and its focus on the best European standards should become the basis for reforming the national security and defense sector and its governance. It is this aspect that raises the issue of improving the effectiveness of public policy mechanisms in terms of public governance and administration.

Analysis of recent studies and publications. The risks and challenges of security problem, in particular, defense of Ukraine, are constantly in the focus of national scientists. The fundamental studies by Sytnyk, V. Bodrov, A. Semenchenko, V. Kuzmuk, O. Zatyanaiko, O. Reznikov, L. Poliakov, V. Telelym and others are known. At the same time, the current political situation in Ukraine requires constant analysis and adoption of new scientific and theoretical approaches to solve security problems of Ukraine. This is what confirms the relevance of the topic of this article.

Purpose of the article is to summarize the main aspects of public policy mechanisms in the field of public administration and to highlight promising ways for its modernization in terms of the adopted Concept of the development of the security and defense sector of Ukraine.

Given rather broad field of the problem under study, we will try to focus on the public governing aspects of defense construction, which is the military policy of the state.

Statement of basic study material.

According to the Decree of the President of Ukraine No. 287/2015 dated May 26, 2015, the Revolution of Dignity (November 2013 – February 2014) against the corrupt authorities, which under pressure from the outside tried to interfere with the European choice of the Ukrainian people, deliberately ignoring the rights, freedoms and legitimate interests of citizens, opened up the opportunities for our country to create new system of relations between citizen, society and state based on the values of freedom and democracy [1-15; 3].

The fundamental changes in the internal and external security environment of Ukraine make it necessary to create a qualitatively new system for ensuring national security of Ukraine, which is noted by the National Security Strategy of Ukraine approved by the same Decree of the President of Ukraine [5].

This Strategy is aimed at implementing by 2020 the priorities of public policy of national security defined by it, as well as the reforms provided for by the Association Agreement between Ukraine and the EU ratified by the Law of Ukraine No. 1678-VII [2] dated September 16, 2014, and the Sustainable Development Strategy “Ukraine 2020” approved by the Decree of the President of Ukraine No. 5/2015 dated January 12, 2015 [11].

The National Security Strategy of Ukraine indicates current threats to this security, namely:

- 1) inefficiency of the national security system of Ukraine;
- 2) corruption and inefficient public administration;

3) economic crisis, depletion of financial resources of the state, decline in living standards of the population;

4) threats to energy, information and environmental security;

5) threats to critical infrastructure security, etc.

Given the importance of neutralizing the actions of these threats, the following main directions of public policy of national security of Ukraine were determined:

1) restoration of territorial integrity of Ukraine;

2) creation of an effective security and defense sector;

3) increase in defense capability of the state;

4) reform and development of intelligence, counterintelligence and law enforcement agencies;

5) public administration reform and new quality of anti-corruption policy;

6) integration into the EU;

7) special partnership with NATO;

8) ensuring national security in the field of foreign policy;

9) ensuring economic security;

10) ensuring energy security;

11) ensuring information security;

12) ensuring critical infrastructure security;

13) ensuring environmental security.

At the same time, the analysis of provisions of the National Security Strategy of Ukraine shown that the issues of place and role of regions in ensuring the security systems of the state, firstly, are not sufficiently covered, and secondly, they need to be addressed in social and economic direction.

As O. Reznikova rightly states, it is the weakening of public institutions, distortion of main public administra-

tion mechanisms that should ensure the rule of law and strict compliance with legislation, unresolved acute problems of social and economic and humanitarian regional development that created the ground for destabilization of the national security system of Ukraine [15].

We also support the position of O. Iliash that urgency of the problem of the strengthened role of the state in ensuring security is enhanced by the fact that system of social and economic security in Ukraine is formed in parts, without sufficient theoretical and methodological substantiation [2].

As a result, negative phenomena and trends accumulate in the economy and social field, that are manifested in deformations of the social structure, economic loss, social and cultural degradation and weak social protection of citizens.

The National Security of Ukraine is a set of legislative and organizational measures aimed at permanent protection of vital interests of person and citizen, society and state, which ensures sustainable development of society, timely detection, prevention and neutralization of real and potential threats to national interests in law enforcement, anti-corruption, border protection and defense, migration policy, health, education and science, scientific, technical and innovation policy, cultural development of the population, ensuring freedom of speech and information security, social policy and pension support, housing and utilities, financial services, property rights protection, stock markets and securities turnover, tax and customs policy, trade and business, banking services,

investment policy, audit activity, monetary and currency policy, information protection, licensing, industry and agriculture, transport and communications, information technologies, energy and energy saving, functioning of natural monopolies, use of subsoil, land and water resources, mineral resources, environmental protection and other areas of public administration in case of negative trends for creation of potential or real threats to national interests [1].

The national interests are vital material, intellectual and spiritual values of the Ukrainian people as the bearer of sovereignty and the only source of power in Ukraine, determining demands of society and state, the implementation of which guarantees the sovereignty of Ukraine and its progressive development.

The security and defense sector is a set of public authorities that act under single leadership and are responsible for protection of national interests from external and internal threats.

The threats to national security are available and potentially possible phenomena and factors that pose a threat to the vital national interests of Ukraine.

According to L. Poliakov, the effectiveness of military policy depends on the adequacy of determining ways and means of protecting the national interests of the state in the military field and completeness of their subsequent implementation [4].

The long-term lack of necessary level of certainty in Ukraine's military policy led to an inadequate definition of necessary forces and means of combat struggle and constant fluctuations in the reform of defense sec-

tor. The events of 2014-2015 drew close attention of the Ukrainian society to the issues of defense capability of the state. As it turned out, for all the previous years of independence of our state, constant decrease in combat and operational capabilities of the national army was the only constant trend in this field. But this is not the only reason for heavy losses suffered by Ukraine as a result of external aggression combined with manifestations of separatism. These losses are largely due to the shortcomings of legal framework of the state defense, unpreparedness of the system for maintaining military security to take decisive effective actions under conditions of a severe military and political crisis [2].

The National Military Establishment is a set of public authorities, military units formed under the laws of Ukraine, whose activities are under democratic civilian control of society and are directly aimed at protecting the national interests of Ukraine from external and internal threats.

The defense, according to Article 1 of the Law of Ukraine "On Defense of Ukraine", is a system of certain measures of the state to prepare for armed defense and its protection in case of the armed conflict [7]. In other words, defense concerns two components of military policy: preparation for possible armed conflict and use of military force in the armed conflict. The responsible central executive authorities are defined for implementation of public policy in various fields. They are also given additional powers to coordinate the activities of public authorities and local self-government authorities in implementing public policy in the

relevant field. According to scientists, “military security” and “defense” have a meaningful intersection in the component “preparation of the state for possible armed conflict”. However, this does not prevent us from seeing the main generalized content of military policy in ensuring military security and defense, that is, the implementation of all these components. To implement the relevant policy, the main central executive authority and subsidiary authorities are appointed, which together with subordinate forces and resources are combined into a sector. In fact, each sector is the main tool of the state for implementation of public policy in the relevant field [12].

Based on the above, the military security and defense sector should be created to implement the military policy, as the essence of military policy is to ensure military security and defense. The military security and defense sector contains several components that are identified by function: the sector should include public authorities, as well as forces and means (military security and defense forces: military units, law enforcement agencies, and others), whose activities are directly aimed at ensuring military security and defense by using the means of armed violence, special measures or legal coercion. That is, the components are included in the military security and defense sector on two grounds: direction of activity and nature of the measures used [13].

The main role in the military security and defense sector will be played by the Ministry of Defense of Ukraine with the Armed Forces of Ukraine, and auxiliary – by the Ministry of Internal Affairs of Ukraine with the National

Guard of Ukraine and other public authorities with subordinate forces and means. The functional combination of several authorities in one sector makes it possible to ensure concentration of efforts, unified management and clearly defined responsibilities, operational compatibility of units, technical compatibility of weapons, uniform rules for training and use of heterogeneous forces and means.

This requires rethinking the general approaches to maintaining national security and defense of Ukraine. The main direction of implementation of public policy in this field by the executive authorities is to ensure the readiness of the security and defense sector to repel the armed aggression against Ukraine.

The essence of the modern Concept of development of the military security and defense sector is to determine ways to bring capabilities, readiness and level of the security and defense forces and level of efficiency of their management system in conformity with the tasks that they face today and in the future [8].

The main problems today are the lack of legislative regulation of functioning of the security and defense sector, departmental disintegration of its entities, lack of joint training of the security and defense forces and well-established system of their support and financing. The Concept of development of the military security and defense sector provides for combining the capabilities and resources of entities of the security and defense sector in favor of joint action on certain scenarios and situations under conditions of single planning and management. The main

efforts to develop this sector in modern conditions are proposed to focus on the restoration and maintenance of defense capability of Ukraine.

In December 2014, the Verkhovna Rada of Ukraine set the course of Ukraine's integration into the European economic and legal space to gain membership in the European Union, as well as to deepen cooperation with the North Atlantic Treaty Organization to achieve the criteria of membership in this organization [10].

This radically changes the general approaches to maintaining military security of Ukraine. This refers primarily to the sound military policy of Ukraine according to which the security and defense sector of the state is reformed and developed. Achieving readiness of this sector to repel external armed aggression is the main activity of the executive authorities in this field. At the same time, it is envisaged to accelerate the implementation of European rules and principles in the functioning of the Armed Forces of Ukraine, to deepen the compatibility of the Armed Forces of Ukraine with relevant forces of the European Union and NATO, to implement the defense aspects of the Association Agreement between Ukraine and the European Union and the Sustainable Development Strategy "Ukraine-2020" approved by the President of Ukraine [11].

Based on the provisions of the National Security Strategy of Ukraine, decisions of the President of Ukraine and the Government, the key tasks of strengthening the military security of the state are:

- comprehensive reform of the national security system to the level ac-

ceptable for membership in the EU and NATO, and positioning Ukraine at the international level as an equal and valuable partner;

- development of doctrinal principles of military policy of Ukraine, ensuring the creation of an effective security and defense sector and sufficient national defense capabilities to repel external armed aggression;

- creation of the Armed Forces of Ukraine that would meet NATO standards and be compatible with the armed forces of the Alliance's member countries;

- identification of priorities, compliance with which will have the greatest effect in the short term.

The main way to solve these problems is to deeply reform the defense forces of Ukraine involving adequate financial and material resources and political and economic support of partner countries.

At the same time, it is necessary to abandon the extensive path of reform (increasing the quantitative parameters of the defense forces) in favor of an intensive one (increasing the combat and operational capabilities of the defense forces by increasing their quality parameters). Therefore, the total number of the Armed Forces of Ukraine and other components of the defense forces in peacetime can remain at the current level. This also applies to the total number of traditional weapons (tanks, cannons, planes, etc.). The main efforts should be focused on improving the level of combat and operational training of troops (forces), while radically updating the control system and quality characteristics of weapons and military equipment, including funda-

mentally new models developed based on modern technologies [12].

In the short term, the main efforts should be aimed at ensuring comprehensive system changes in the organization and functioning of the security and defense sector of Ukraine, primarily:

- revision of doctrines, strategies and concepts, as well as improvement of legal framework for maintaining military security and defense;
- development of an effective mechanism for responding to crisis situations, improvement of the system for managing troops (forces) in operations and combat actions;
- clarification of the role and tasks of components of the security and defense sector at the strategic, operational and tactical levels;
- gradual improvement of organizational structures of the security and defense forces of Ukraine, optimization of the number of personnel, number of weapons and military equipment;
- achievement of operational compatibility of components of the security and defense sector of Ukraine, staged transition to NATO standards (STANAG) in organization, armament and training of troops (forces), as well as in the system of operational decision-making;
- organization of joint training of the security and defense forces to perform the tasks assigned to them, revision of approaches to training of personnel;
- restoration of serviceability and renewal of the resource, modernization, creation of new systems and unification of samples of weapons and military equipment;

- revision of the concept of budget planning and resource support, radical improvement of combat operations by introducing modern logistics mechanisms.

The formation of an effective system of external guarantees of national security, primarily through partnership with NATO countries is currently the core direction of further international cooperation of our state [14].

Based on the long-term goal of joining the pan-European security system, which is based on NATO, Ukraine will deepen cooperation with the North Atlantic Alliance in the following areas:

- interaction within short-term and long-term measures to improve the defense capability of Ukraine;
- development of the security and defense sector of the state as an integral system;
- participation in NATO-led peacekeeping and security operations;
- fight against terrorism, etc.

We need a strategic rethinking of the concept of defense of Ukraine, taking into account the experience of overcoming the crisis in 2014-2015, introduction of new methods of defense management, which are based on the Euro-Atlantic experience and are based on the only criterion – high efficiency at reasonable costs. The priority tasks include creation of an effective system for managing the security and defense sector of the state, the main entities of which are determined by the Concept of development of the security and defense sector [8].

The goal of the Concept of development of the security and defense sector is to determine the ways to form national security and defense capa-

bilities that will restore the territorial integrity of Ukraine within internationally recognized state border of Ukraine, guarantee the peaceful future of Ukraine as a sovereign and independent, democratic, social and legal state, as well as ensure creation of national system of: crisis response; prevention of external and internal threats to national security, their timely identification and neutralization; ensuring personal security, constitutional rights and freedoms of individuals and citizens; ensuring cybersecurity; rapid joint response to crises and emergencies.

The implementation of this goal will be achieved primarily by creating an effective system for managing the security and defense sector as an integral functional system. The law enforcement agencies are public authorities that are entrusted with implementation of law enforcement functions by the Constitution and laws of Ukraine.

According to new requirements, this system includes the following entities: President of Ukraine; National Security and Defense Council of Ukraine; Ministry of Defense of Ukraine; Armed Forces of Ukraine; Ministry of Internal Affairs of Ukraine; National Guard of Ukraine; National Police of Ukraine; State Border Guard Service of Ukraine; State Migration Service of Ukraine; State Emergency Service of Ukraine; Security Service of Ukraine, Administration of State Guard of Ukraine; State Special Communications Service of Ukraine; State Special Transport Service; coordinating authority for intelligence activities under the President of Ukraine and intelligence agencies of Ukraine; Administration of the National Security and Defense Council

of Ukraine; central executive authority ensuring formation and implementing public military and industrial policy; other components defined by the laws of Ukraine [6].

The level of national security of Ukraine depends primarily on the effective functioning of relevant public authorities, clear allocation of responsibilities and powers in certain fields of activity and established interaction between them.

Determining the principles underlying the development of the security and defense sector for integration into European and Euro-Atlantic security structures, Ukraine assumes that development and strengthening of the EU and NATO deepen the pan-European and international security in all its dimensions and require appropriate democratic transformations of national security institutions. For the effective development of the security and defense sector in modern conditions, the main tasks are to centralize the management of the security and defense sector in peacetime, in crisis situations threatening national security, and in special periods; to increase the level of interdepartmental coordination and interaction; to harmonize the concepts, policies and programs of reform and development of components of the security and defense sector, military and industrial complex; to ensure effective coordination and functioning of public crisis response system and to improve the system of public forecasting and strategic planning, system of planning of using the troops (forces) and means of security and defense sector based on the EU and NATO principles and standards.

To achieve this goal, it is planned to implement the set of following tasks: implementation of management of the security and defense sector based on principles and standards adopted in the member states of the EU and NATO; compliance with principles of the rule of law, patriotism, competence and departmentalization in functioning of the security and defense sector, ensuring its reform and development in compliance with principles of democratic civilian control; improvement of coordination and collaboration in the security and defense sector; implementation of an effective unified system of planning and resource management using modern European and Euro-Atlantic approaches; formation of the system for managing the security and defense forces depending on the type of crisis situation and taking into account the variety of national security risks; improvement of public administration and management of the security and defense sector, including systems of information and cyber security, systems of information protection and security of information resources; increase in the level of individual professional training of personnel of public and military administration authorities, their responsibility for decision-making; reformation of public administration system in a special period by optimizing the number of control points, adapting their communication and automation systems, creating mobile control points.

The development of the system for managing security and defense sector is aimed at ensuring its management as an integral system based on the following principles: cooperation and

effective strategic communications between entities of the security and defense sector; involvement of civil society in making the most important strategic decisions on national security issues; clear regulation of activities in the security and defense sector that guarantees the stable development of the state; use of adaptive management strategies that provide for the involvement of independent expert organizations; transparency and accountability to society.

It is assumed that the President of Ukraine, according to the powers established by the Constitution of Ukraine, will exercise the overall management of the security and defense sector and will organize interaction of its components [7].

To improve the public management of the security and defense sector and to timely detect the threats to national security of Ukraine, it is envisaged:

- to create a Joint Operation Headquarters as a management authority for joint-force and interdepartmental groups of troops (forces);
- to improve the Unified automated system for managing the Armed Forces of Ukraine to work within the unified system for managing the security and defense sector;
- to increase the level of strategic management in the field of national security by creating a network of situation centers that will interact with each other and with the Main Situation Center of Ukraine. The network of situation centers of the security and defense sector will be formed as a single organizational and technical complex equipped with targeted hardware and software and unique information and

communication equipment, which will improve the quality of information and analytical support and minimize the time for making important management decisions.

One of the main directions of legal support for development of the security and defense sector include regulation of its activities and adaptation of basic legislative and other regulatory instruments, as well as conceptual and program documents to modern realities and requirements, in particular:

- development and adoption of a new version of the Law of Ukraine “On Fundamentals of National Security of Ukraine”;

- development and adoption of the Law of Ukraine on planning in the security and defense sector and other regulatory instruments;

- development and adoption of the Law of Ukraine on intelligence activities, amendments to the Laws of Ukraine “On the Security Service of Ukraine”, “On Counterintelligence Activities”, “Investigative Activities”, “On Combating Terrorism”, “On Intelligence Agencies of Ukraine”;

- development of strategies for logistics and counteraction in a communicative environment;

- development of Strategy for the development of military and industrial complex of Ukraine, based on the goals, objectives and priorities of public policy in the field of national security and defense, military and economic, social and economic, scientific and technical development of the state;

- legislative definition of the mechanism for coordinating the coverage of information on national security and defense of the state in mass media;

- development and implementation of regulatory instruments to restore the strategic role of military and industrial complex, ensuring its reform, sustainable and effective development.

The improvement of the legal framework in the field of security and defense will contribute to the formation and implementation of updated security and defense policy in peacetime, in crisis situations threatening national security of Ukraine, and in a special period, readiness of components of the security and defense sector, economy and society to repel armed aggression against Ukraine.

According to Article 3 of the Law of Ukraine “On Fundamentals of National Security of Ukraine” dated June 19, 2003, the objects of national security are: person and citizen – their constitutional rights and freedoms; society – its spiritual, moral, ethical, cultural, historical, intellectual and material values, information and natural environment and natural resources; state – its constitutional system, sovereignty, territorial integrity and inviolability [7].

The main principles of ensuring national security are:

- priority of human and civil rights and freedoms;

- rule of law;

- priority of contractual (peaceful) means in resolving conflicts;

- timely and adequate measures to protect national interests against real and potential threats;

- clear division of powers and interaction of public authorities in ensuring national security;

- democratic civilian control over military organization of the state and

other structures in the national security system;

- use of inter-state systems and mechanisms of international collective security in the interests of Ukraine.

The priorities of national interests of Ukraine are:

- ensuring constitutional rights and freedoms of person and citizen;

- development of civil society and its democratic institutions;

- protection of state sovereignty, territorial integrity and inviolability of state borders, prevention of interference in the internal affairs of Ukraine;

- strengthening political and social stability in society;

- ensuring development and functioning of the Ukrainian language as the state language in all spheres of public life throughout Ukraine, ensuring free development, use and protection of Russian and other languages of national minorities of Ukraine;

- creation of competitive, socially-oriented market economy and ensuring constant growth in the living standards and well-being of the population;

- preservation and strengthening of scientific and technological potential, approval of innovative development model;

- ensuring environmentally and anthropogenically safe living conditions for citizens and society, preservation of environment and rational use of natural resources;

- development of spirituality, moral principles, intellectual potential of the Ukrainian people, strengthening the physical health of the nation, creation of conditions for expanded reproduction of the population;

- integration of Ukraine into the European political, economic and legal space;

- development of equal and mutually beneficial relations with other world countries in the interests of Ukraine.

The national security of Ukraine is ensured by conducting a balanced public policy according to the duly adopted doctrines, concepts, strategies and programs in political, economic, social, military, environmental, scientific, technological, information and other fields. The choice of specific means and ways to ensure the national security of Ukraine is conditioned by the need to take timely measures that are adequate to the nature and scale of threats to national interests.

The civilian control over the armed forces is one of the key principles of ensuring national security of democratic country, the main direction of public policy in the field of public security, which provides for the unconditional subordination of the Armed Forces and other military units to the democratically elected political authority [1].

In contrast to this doctrine, full control by the military leadership of the state over the civil institutions of the country is called a military dictatorship. The lack of full control over the military organization in the state leads to the existence of the so-called “deep state”.

Conclusions. The implementation of principles envisaged by the Concept of the development of the security and defense sector will make it possible to create combat-effective, multifunctional, mobile, properly trained, fully equipped professional security and defense forces that will be able to effectively perform the assigned tasks.

The concept will contribute to formation of the security and defense sector as an integral functional association, managed from a single center, which is developed based on the unified planning system to achieve common capabilities that can adequately and flexibly respond to the complex nature of current threats to the national security of Ukraine, taking into account the simultaneous action of hazard factors that differ in content and scope of influence. At the same time, the experience shows that conceptual documents containing reasonably substantiated directions of reform were developed in almost all fields today.

The danger is that there are many threats at the implementation stage that can turn the reform into cosmetic repair. Therefore, the main task of the authorities is to create a system of control over the reform of the security and defense sector, involving representatives of various political forces and the public.

Therefore, public management and administration in the field of national security, as a system of public management in terms of reform, is a very important guarantor of the security and defense of citizens and key factor in the development of the state.

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FORMS AND PRINCIPLES OF ORGANIZATION OF PUBLIC AUTHORITY OF THE TIME OF THE COSSACK STATE

Abstract. The article describes the mechanisms of formation of the principles and forms of functioning of the state power of the Cossack-Hetman Ukraine; the peculiarities of the formation of the institutional foundations of the Ukrainian state as a complex and contradictory process of the Cossacks are established; it is substantiated that during the whole period of existence of the Zaporozhian Sich there is a natural system of public administration, which formed the basic principles of the Cossacks as the then political elite. The principles of which were divisibility (Sich was divided into huts, there were a maximum of 38), territoriality – into palanquins (five or eight), selectivity (Cossacks of the hut belonged to the authorities of the elected smokehouse ataman). Research and analysis of scientific and historical sources have shown that most researchers believe that in

the days of the Cossack state it is possible to study the structure of public power, the elements of which are identical, to some extent, to modern forms of public power as the highest self-government. The most important issues were decided by the military council, which was based on the principles of true brotherhood and mutual assistance. The entire system of state bodies was ensured through the formation of military-administrative power through the implementation of the principles of internal and external functions inherent in the state. The main form of public power was also the general council, among other things, it formed different levels of executive, judicial and military power of the Zaporozhian Army, in particular, elected a hetman, whose power extended to all Cossacks of the Zaporozhian Army, including those who lived in the parish, that is, in the populated areas of Ukraine, primarily within the Kiev and Bratslav provinces.

We came to the conclusion that the forms and principles of organization of the Cossack self-government of the Zaporozhian Sich ensured the performance of the functions inherent in the state. This gives grounds to claim that it was there that Ukrainian statehood was revived.

Keywords: democratic governance, state, military council, military leaders, law, principles, self-government, forms.

ФОРМИ ТА ПРИНЦИПИ ОРГАНІЗАЦІЇ ПУБЛІЧНОЇ ВЛАДИ ЧАСІВ КОЗАЦЬКОЇ ДЕРЖАВИ

Анотація. Схарактеризовано механізми формування принципів та форм функціонування державної влади козацько-гетьманської України; встановлено особливості формування інституційних засад українського державотворення як складного та суперечливого процесу козацької доби; обґрунтовано, що упродовж усього періоду існування запорозької спільноти є природна система державного управління, яка сформувала форми підґрунтя політичного устрою та мотивувала його життєзабезпечення і сформувала основні принципи козацтва як тогочасної політичної еліти. Її принципами були: подільність (Січ поділялася на курені, максимально їх було 38), територіальність — на паланки (п'ять–вісім), виборність (козаки куреня підлягали владі виборного курінного отамана). Дослідження та аналіз наукових й історичних джерел засвідчило, що більшість дослідників вважають, що в часи козацької держави можна дослідити вже структуру публічної влади, елементи якої ідентичні, якою мірою, до сучасних форм публічної влади; формою вищого органу самоуправління, яка розв'язувала найважливіші питання, була військова рада, яка ґрунтувалася на засадах щирого братерства, взаємодопомоги. Адже вся система органів державотворення забезпечувалась шляхом формування військово-адміністративної влади через виконання принципів внутрішніх і зовнішніх функцій, властивих державі. Основною формою публічної влади була загальна рада, окрім іншого, вона формувала різного рівня виконавчу, судову та військову владу Війська Запорозького, зокрема, обирали гетьмана, влада якого поширювалася на усіх козаків Війська Запорозького, в тому числі на тих, які мешкали на волості,

тобто на заселених територіях України, насамперед у межах Київського та Брацлавського воєводства.

Встановлено, що форми та принципи організації козацького самоврядування Запорозької Січі забезпечували виконання функцій, властивих державі. Це дає підстави стверджувати, що тут відроджувалася українська державність.

Ключові слова: демократичне врядування, державотворення, військова рада, військова старшина, звичаєве право, принципи, самоврядування, січове товариство, форми.

ФОРМЫ И ПРИНЦИПЫ ОРГАНИЗАЦИИ ПУБЛИЧНОЙ ВЛАСТИ ВРЕМЕН КАЗАЦКОЙ ГОСУДАРСТВА

Аннотация. Охарактеризованы механизмы формирования принципов и форм функционирования государственной власти казацко-гетманской Украины; установлены особенности формирования институциональных основ украинского государства как сложного и противоречивого процесса казачества; обосновано, что течение всего периода существования Запорожской Сечи является естественной системой государственного управления, которая сформировала основные принципы казачества как тогдашней политической элиты. Ее принципами были делимость (Сечь делилась на курени, максимально их было 38), территориальность — на паланки (пять–восемь), избирательность (казаки куреня принадлежали власти выборного куренного атамана). Исследования и анализ научных и исторических источников показало, что большинство исследователей считают, что во времена казацкого государства можно исследовать уже структуру публичной власти, элементы которой идентичны, в какой-то мере, до современных форм публичной власти как формы высшего органа самоуправления. Важнейшие вопросы решал военный совет, который основывался на принципах истинного братства, взаимопомощи. Вся система органов государства обеспечивалась путем формирования военно-административной власти через выполнение принципов внутренних и внешних функций, присущих государству. Основной формой публичной власти был также общий совет, помимо прочего, он формировал разного уровня исполнительную, судебную и военную власть Войска Запорожского, в частности, выбирали гетмана, власть которого распространялась на всех казаков Войска Запорожского, в том числе на тех, которые жили в волости, то есть на заселенных территориях Украины, прежде всего в пределах Киевского и Брацлавского воєводства.

Установлено, что формы и принципы организации казацкого самоуправления Запорожской Сечи обеспечивали выполнение функций, присущих государству. Это дает основание утверждать, что именно там возрождалась украинская государственность.

Ключевые слова: демократическое управление, государство, военный совет, военачальники, право, принципы, самоуправление, сечевое общество, формы.

Formulation of the problem. The Ukrainian Cossacks were a force that sought to realize the political and state ideals of the Ukrainian ethnic group, had a decisive influence on the formation of new models of worldview and new political culture in Ukrainian society, formed the Ukrainian identity and mentality. The Ukrainian state of the Cossack era was a form of the highest development of the Ukrainian ethnos in the early modern history of Ukraine, evidence of its state-building potential, an essential prerequisite for the implementation of the nation-building processes in the Ukrainian society.

Analysis of recent researches and publications. Among the domestic scientific achievements should be mentioned such names of researchers as O. Apanovych, O. Hurzhiy, Y. Mytsyk, H. Serhienko, V. Serhiychuk, V. Smoliy, V. Stepankov, I. Storozhenko, N. Yakovenko, V. Horobets, V. Holubotsky.

The purpose of the article is to analyze the features of the forms and principles of the public power of the Cossack state and their impact on the state and legal position of Ukraine.

Presentation of the main research material. The study and analysis of the historical sources showed that researchers have found much evidence of participants about the unquenchable thirst of peasants and burghers to achieve Cossack status. Throughout the period of existence of the Zaporozhian community, the democratic governance as a natural system of the public administration formed the basis of the political system and motivated its livelihood. As a historical factor, they played a primary role in the formation of the basic principles of the

Cossacks as the then political elite [1, p. 78–88].

As a result, the founder of the Ukrainian statehood of the New Age, Hetman B. Khmelnytsky left the traditional name for the Ukrainian Cossack state – the Zaporozhian Army, paying tribute to the traditions and forms of democratic government of the Zaporozhian Sich [2, p. 22], the principles of which were divisibility (Sich was divided into huts, there were a maximum of 38), territoriality – into palanquins (five or eight), selectivity (Cossacks of the hut were subject to the power of the elected hut ataman).

The form of the highest body of self-government was a military council with the participation of all Cossacks, which resolved the most important issues. Councils were convened as needed, but always for Christmas and Intercession. Councils were also convened in huts and palanquins.

The researches and analysis of the scientific sources have shown that in the days of the Cossack state it is possible to study the structure of the public power, the elements of which are identical, to some extent, to modern forms of the public power. Refusing to recognize the authority of any ruler, the Cossacks exercised the self-government in accordance with the customs and traditions that have been formed over generations. All Cossacks had equal rights, their relations were based on the principles of sincere brotherhood and mutual assistance. The structure of the Zaporozhian community was based on republican-democratic principles [3]. All military officers were elected by the Military Council for one year. The highest power after the Military Coun-

cil was held by the Kosh Ataman — military, administrative, judicial. He was accountable to the Military Council. The second person after the ataman was considered a military judge, who acted as a guarantor of the original customs of the Sich community. In his decisions he was guided by customary law that was passed from mouth to mouth. The outward sign of power was a large silver seal that fastened all the decisions of the Sich society. In addition to judicial functions, he replaced the Kosh Ataman, was the chief of artillery. The huts were administrative and military units. They were headed by elected and accountable councils of hut atamans [3].

The military yesaul supervised the observance of order and discipline by the Cossacks, monitored the execution of court decisions of the council and the ataman, conducted inquiries for the committed offenses, etc. [4, p. 56].

The organization of the Cossack self-government of the Zaporozhian Sich gives grounds to claim that the Ukrainian statehood was revived here. After all, the entire system of the military-administrative authorities ensured the performance of the internal and external functions inherent in the state. At the general Cossack councils, among other things, formed the executive, judicial and military authorities of the Zaporozhian Army at various levels. For example, a hetman was elected, whose power extended to all Cossacks of the Zaporozhian Army, including those who lived in the volost, i.e. in the populated areas of Ukraine, primarily within the Kyiv and Bratslav voivodships.

Military assemblies elected commanders and chiefs, such as colonels

(heads of military units numbering up to several thousand Cossacks), decided on participation in the war, approved plans for specific combat operations, read diplomatic correspondence from various addressees, and received foreign ambassadors, formed the composition of the Cossack embassies to the Polish king and foreign rulers, determined and approved their embassy instructions, sometimes passed and executed court verdicts, and so on. The Cossack councils also elected the ruling leadership of the Zaporozhian Sich, including the Kosh ataman, who, on the one hand, had power over the Sich Cossacks, and on the other — was subordinate to the Zaporozhian hetman.

The activities of the general Cossack councils were based on the direct democracy of the Cossack circle. This meant that every full-fledged Cossack had the opportunity to directly influence the formation of domestic and foreign policy of the Zaporozhian Army. In the conditions of the Cossack way of life associated with the constant need to mobilize the society of the Zaporozhian Army to solve urgent military problems, as well as adequate response to challenges to the corporate interests of the Zaporozhian community in the political, social and economic spheres, the General Council was an instrument of the state of democracy [4, p. 28].

The direct democracy of the General Cossack Council also had its weaknesses. For example, a crowd of many thousands could not negotiate professionally or work out the text of the documents. However, an acceptable mechanism for preliminary preparation of the agenda was found: a group of competent and authoritative Cossacks

was formed at the general Cossack Council, first of all from among the officers who performed the relevant preparatory work and presented its results to the General Council. However, not all the problems of direct democracy of the Cossack circle could be easily solved. It is said, in particular, that the large masses of Cossacks who gathered at the council were not safe from the psychology of the crowd. So they did not always listen to rational arguments and easily succumbed to suggestion and ochlocratic sentiments. The “voice of the people”, whether balanced or impulsive and emotional, was not to the liking of those officers who cared primarily for their own interests because they feared losing power or even their lives in the Council. The difficulties of the Cossack democracy include the fact that the Cossacks could not always quickly and easily gather for a council, whose decisions were made without undue delay based on the results of direct expression of will [4, p. 57].

In the process of forming the Ukrainian state, the general military council was transformed from a military institution into a body of state power. But so far, the researchers of modern forms and principles of formation of the public power note these very weaknesses.

The system of supreme executive bodies of the period of the National Revolution of the second half of the 17th century was embodied by the General Government. It was considered the main administrative, executive and judicial body of the Cossack-Hetman state. The General Government consisted of the hetman, general officers and central executive and judicial bodies – general military chancelleries.

The institute of hetmanship occupied an extremely important place in the political system of the Cossack-Hetman state. The change of power of the hetman was by all means extrapolated to the state and legal position of Ukraine. The elected hetman concentrated in his hands an extremely wide range of powers in the legislative, executive and judicial branches. He convened the General Council and the Council of Officers, led them, participated in the discussion of issues and decisions of the councils, organized their implementation, heading the administration; the hetman’s signature issued the most important orders and universals – legal acts that had the force of law; he also presided over the judiciary, acting as the highest appellate court; organized and managed finances, set taxes, managed the land fund; determined the directions of the country’s foreign policy; led the army [4, p. 78].

The legal basis of the hetman’s power was the norms of oral customary law – “ancient rights and freedoms”, adapted to the state status of Ukraine, interstate treaties and state-sanctioned legislation. “Articles on the Structure of the Zaporozhian Army”, adopted by the General Military Council in June 1648, became the constitutional act of the hetman’s activity. The Cossack custom also provided for the position of temporarily appointed hetman – a temporary acting hetman. The board of the temporarily appointed hetman was established when the position of hetman became vacant, when the hetman could not perform his duties due to health, when the hetman temporarily left the capital, as well as to conduct a military operation or to perform other

tasks [4, p. 23]. Some authors claim that the temporarily appointed hetman was an institution that ensured the functioning of the Ruin period and became an obstacle to Ukraine's decline to anarchy.

The general officers – a obozny, a clerk, two judges, two yesauls, a cornet player and a bunchuk player – played an important role in the system of organizing the political power of the Cossack-Hetman state. The general officers were obligatory members of the councils of officers, acted as executors of the resolutions of the hetman and the council of officers, as well as the closest advisers to the hetman, forming an advisory body – the council of officers, which was tasked with operational administration of the country. The functions of the board of general officers, as a kind of advisory body to the hetman, were enshrined in the traditions of the Ukrainian state, as well as fixed in the Ukrainian-Russian agreements of the second half of the 17th century.

The importance of the general officers increased significantly during the inter-hetmanate, which exercised its powers through the council of the general officers. It is believed that in the mechanism of the General Government, the council of general officers performed the connecting functions between the hetman and the council of officers. The general officer was appointed by the hetman or elected by the council of officers for an indefinite term. The hetman and the council of officers also dismissed the general officers. Thus, in the Ukrainian state during the National Revolution of the second half of the 17th century the democratic way of forming the positions

of general officers in the way of elections by the general military council has not developed [4, p. 139–141].

The local authorities and administrations of the hetman state – regimental and sotnya governments, urban and rural administrations – imitated the central government organizations based primarily on the needs of the prompt mobilization of armed people. The administrative division of the Cossack-Hetman state, which was divided into regiments and sotnyas, duplicated the structure of the army: territorial units corresponded to the hierarchy of the combat units, ensuring the fastest mobilization of the Cossack state [4, p. 13–14].

The regimental government consisted of a regimental Cossack council, a colonel, regimental officers, a regimental officer's council, and regimental chancelleries. Based on custom, the regimental government was subordinated to the regimental Cossack council. The regimental Cossack council had the same mechanism of formation and principles of functioning as the general military council; it had the right to form a regimental government, to approve or revoke its decisions. As the regimental Cossack council limited the powers of the hetman, colonels and regimental officers, they were not interested in its development. Therefore, the general and regimental governments gradually at the end of the 17th century turned the regimental Cossack council into a formality [5, p. 38].

The regimental government was headed by colonels who acted as representatives of the military administrative power on the territory of the regiment and were the executors of the

instructions of the hetman, General and Officer Councils [4, p. 218–220].

Colonels within the regiment had broad military, administrative, financial, and judicial powers. They ensured the mobilization of the military unit entrusted to them, took care of its combat capability, ensured its discipline, took care of the condition of fortifications, and so on. The colonels performed the full range of administrative functions in the territory under their control. First of all, they managed the land fund (“rank estates”), which consisted of land left by the nobility. The colonels distributed these lands between the officers and the Cossacks as payment for their military service. They also organized the financial affairs, managed the collection of taxes to the military treasury, leased trades belonging to the military fund, collected rent. The powers of the colonels in land and financial affairs also brought the city’s economy under their control and made it possible to interfere in the internal affairs of the cities.

A person who temporarily served as a colonel was called a temporarily appointed colonel [5, p. 48]. In the administration of the territory of the regiment and commanding a military unit, the colonel relied on a regimental officer, whose composition almost completely duplicated the composition of the general officers — obozny, judge, yesaul, clerk, cornet player. The obozny was in charge of the regiment’s material support. He commanded the convoy and artillery, and in the absence of the colonel performed his duties. The regimental artillery yesaul, the regimental artillery clerk, the cornet of the regimental artillery and atamans were

subject to the obozny. The regimental judge presided over the regimental court. He had his own office and government officials. The clerk kept records of the regiment and headed the regimental chancellery. Yesaul (usually there were two of them) supervised the observance of order and discipline in the regiment, performed police functions. He had an assistant — subyesaul. The regimental cornet player was responsible for the preservation of the regimental flag and carried out the temporary instructions of the hetman or the Council.

The administrative and technical institution of the regimental government was the regimental chancellery. Within the regiment, it performed generally the same functions as the general military chancellery at the national level. The regimental chancellery developed into a leading institution of the regimental government. It provided a mechanism for interaction between the general, regimental and sotnya governments.

It is believed that the regimental government formed the basis of the organization of the state power of the Cossack-Hetman Ukraine. The General Government relied on it in its activities. Therefore, the General Government comprehensively contributed to the improvement and development of the regimental governments [5, p. 216–218].

The model of the administrative structure of the regiment was copied at the sotnya level. The sotnya government consisted of a sotnyk, city atamans, sotnya officers, a sotnya council of officers, and a sotnya chancellery.

The right to form a sotnya government, to approve or revoke its resolu-

tions belonged to the Sotnya Cossack Council, to which, according to custom, it was subordinated. According to the mechanism of formation and the principles of functioning, the Sotnya Cossack Council was an institution of the same type as the regimental Cossack council. However, by the end of the 17th century the hetman, colonel and sotnyk appropriated certain powers of the Sotnya Cossack Council.

Under the leadership of the sotnyk, the sotnya government decided to grant or reject land, collect taxes, dispose of the treasury of the sotnya, conduct a census of the population and property, conduct notarial acts, establish duties [6, p. 31]. However, by the end of the 17th century the hetman, colonel and sotnyk appropriated certain powers of the Sotnya Cossack Council. Under the leadership of the sotnyk, the sotnya government decided to grant or reject land, collect taxes, dispose of the treasury of the sotnya, conduct a census of the population and property, conduct notarial acts, establish duties [6, p. 31]. In the process of forming the Ukrainian state, the general military council was transformed from a military institution into a body of state power.

Conclusions. Hence. The study showed that in the historical process of formation of the Ukrainian state can be considered as a basis for the transformation of the general military council from a military institution to a body of state power.

The study showed that the highest form of self-government was the Council (military) with the relevant regulations and the authority of the ruler. The branches of power were represented by

military, administrative, and judicial forms of self-government. The court acted as a guarantor of the customs of the Sich community.

But so far, the researchers of the modern forms and principles of formation of the public power note these very weaknesses. A model of local self-government was built (on the example of the administrative system of the regiment). According to the mechanism of formation and the principles of functioning, the modern local council is still a variant of the regimental Cossack council (the sotnya Cossack council was an institution similar to the regimental Cossack council, which should provide mechanisms for interaction of the general, regimental and sotnya governments).

This is confirmed by the principles of the modern Verkhovna Rada of Ukraine, which has so far failed to effectively unite the mechanisms of interaction of all the branches of the government in a decentralized environment, which violates its main purpose in the public authorities of Ukraine, this may be a matter for further study.

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ELECTRONIC HEALTHCARE SYSTEM AS A MONITORING TOOL IN THE FIELD OF HEALTHCARE OF THE UNITED TERRITORIAL COMMUNITY: REGULATORY LAW

Abstract. More than 60 years have passed since the beginning of research on the use of information technology in the field of healthcare, but there is no complete clarity in determining the best strategy for informatization and the operation of the electronic healthcare system (EHS).

At present, normative-legal acts regulate informatization in the field of healthcare and the order of activity of the EHS, storage, protection of personal and medical information. However, the issues of quality assessment and monitoring mechanisms of the EHS have not been resolved. The issues of using electronic tools to assess the quality of the healthcare system, indicators of the state of health of the population, economic indicators of the healthcare system are also insufficiently studied. At this stage of development of the electronic healthcare system, the automation process has been introduced, but there is a need to develop the

mechanisms for processing and analyzing information, using the EHS as a tool for systematic and timely monitoring of healthcare performance, in particular at the level of the united territorial community in the conditions of change of the administrative-territorial system, decentralization, formation and development of the territorial communities. For the community as a whole, there is important information about the state of healthcare not so much in the administrative territory as in the community. Informatization and EHS can be an important tool for monitoring the healthcare system in the settlements that are part of a unified territorial community and serve the population of the community, rather than a single city, town, etc.

This study outlines the main purpose and activities of the EHS as a tool for monitoring the process and results of activities in the field of healthcare of the united territorial community, considered issues of legislation on informatization in the field of healthcare and activities of the EHS, liability for violations of in the field of information protection.

Keywords: informatization, healthcare sector, electronic healthcare system, territorial community, performance indicators, monitoring mechanisms, legal framework, public administration.

ЕЛЕКТРОННА СИСТЕМА ОХОРОНИ ЗДОРОВ'Я ЯК ІНСТРУМЕНТ МОНІТОРИНГУ В СФЕРІ ОХОРОНИ ЗДОРОВ'Я ОБ'ЄДНАНОЇ ТЕРИТОРІАЛЬНОЇ ГРОМАДИ: НОРМАТИВНО-ПРАВОВЕ ЗАБЕЗПЕЧЕННЯ

Анотація. Викладено, що з моменту початку досліджень у напрямі використання інформаційних технологій у сфері охорони здоров'я минуло понад 60 років, проте повної ясності у визначенні найкращої стратегії інформатизації та діяльності електронної системи охорони здоров'я (ЕСОЗ) немає.

На сьогодні нормативно-правовими актами врегульовані інформатизація в галузі охорони здоров'я та порядок діяльності ЕСОЗ, збереження, захисту персональної та медичної інформації. Проте не врегульованими залишаються питання оцінки якості та механізмів моніторингу ЕСОЗ. Недостатньо вивченими є питання використання електронних інструментів для оцінки якості роботи системи охорони здоров'я, показників стану здоров'я населення, економічних показників діяльності системи охорони здоров'я. На цьому етапі розвитку електронної системи охорони здоров'я впроваджено процес автоматизації, проте є потреба у розвитку механізмів обробки та аналізу інформації, використання ЕСОЗ як інструменту для систематичного та вчасного моніторингу ефективності діяльності галузі охорони здоров'я, зокрема на рівні об'єднаної територіальної громади в умовах зміни адміністративно-територіального устрою, децентралізації, формування та розвитку територіальних громад. Для громади загалом є суттєвою інформація щодо стану охорони здоров'я не стільки на адміністративній території, скільки на території громади. Інформатизація та ЕСОЗ може стати важливим інструментом для моніторингу системи охорони здоров'я на території населених пунктів,

які входять до складу об'єднаної територіальної громади та обслуговують населення громади, а не окремого міста, селища тощо.

Окреслено основну мету та напрями діяльності ЕСОЗ як інструменту для моніторингу процесу та результатів діяльності у сфері охорони здоров'я об'єднаної територіальної громади, розглянуто питання законодавчого регулювання щодо інформатизації у сфері охорони здоров'я та діяльності ЕСОЗ, відповідальності за порушення у сфері захисту інформації.

Ключові слова: інформатизація, галузь охорони здоров'я, електронна система охорони здоров'я, територіальна громада, показники діяльності, механізми моніторингу, нормативно-правова база, публічне управління та адміністрування.

ЭЛЕКТРОННАЯ СИСТЕМА ЗДРАВООХРАНЕНИЯ КАК ИНСТРУМЕНТ МОНИТОРИНГА В СФЕРЕ ЗДРАВООХРАНЕНИЯ ОБЪЕДИНЕННОЙ ТЕРРИТОРИАЛЬНОЙ ОБЩИНЫ: НОРМАТИВНО-ПРАВОВОЕ ОБЕСПЕЧЕНИЕ

Аннотация. Исследовано, что в направлении использования информационных технологий в сфере здравоохранения прошло более 60 лет, однако полной ясности в определении наилучшей стратегии информатизации и деятельности электронного здравоохранения (ЕСОЗ) нет.

На сегодня нормативно-правовыми актами урегулированы информатизация в области здравоохранения и порядок деятельности ЕСОЗ, хранения, защиты персональной и медицинской информации. Однако вопросы урегулирования оценки качества и механизмов мониторинга ЕСОЗ исследованы недостаточно. Недостаточно изученными являются и вопросы использования электронных инструментов для оценки качества работы системы здравоохранения, показателей состояния здоровья населения, экономических показателей деятельности системы здравоохранения. На данном этапе развития электронного здравоохранения внедрен процесс автоматизации, однако есть потребность в развитии механизмов обработки и анализа информации, использование ЕСОЗ как инструмента для систематического и своевременного мониторинга эффективности деятельности отрасли здравоохранения, в частности на уровне объединенной территориальной общины в условиях изменения административно-территориального устройства, децентрализации, формирования и развития территориальных общин. Для общества в целом является существенной информация о состоянии здравоохранения не столько на административной территории, сколько на территории общины. Информатизация и ЕСОЗ может стать важным инструментом для мониторинга системы здравоохранения на территории населенных пунктов, входящих в состав объединенной территориальной общины, которые обслуживают население общины, а не отдельного города, поселка.

Обозначены основные цели и направления деятельности ЕСОЗ как инструмента для мониторинга процесса и результатов деятельности в сфере

здравоохранения объединенной территориальной общины, рассмотрены вопросы законодательного регулирования по информатизации в сфере здравоохранения и деятельности ЕСОЗ, ответственности за нарушения в сфере защиты информации.

Ключевые слова: информатизация, здравоохранение, электронная система здравоохранения, территориальная община, показатели деятельности, механизмы мониторинга, нормативно-правовая база, публичное управление и администрирование.

Formulation of the problem. Today in Ukraine the informatization of the healthcare sector is carried out, the electronic healthcare system is introduced, its development continues, the processes and mechanisms of the activity are improved. A number of normative documents regulating the activity of the electronic healthcare system in modern conditions have been adopted.

It is established that the quality of the electronic healthcare system depends on the set processes, goals, level of funding, professional training of health workers, etc. In addition, the quality of the result is affected by the effectiveness and adequacy of the mechanisms for monitoring and controlling the quality of electronic medical data.

A well-established electronic healthcare system at the level of a united territorial community can be an effective tool for monitoring the quality of medical care to the community, forecasting the needs for certain types of medical care; promptly provide information for decision-making in healthcare management, help assess the effectiveness of the use of funds to provide medical care to the community.

With all the obvious goals and benefits of the healthcare informatization, there are still questions about choosing the optimal mechanisms for monitoring and maintaining the quality of the electronic healthcare system. There is a need to study domestic and foreign experience in this area, assessing the advantages, disadvantages and risks of informatization. The legal aspects of informatization and activity of the electronic healthcare system in Ukraine need additional study and generalization.

Analysis of recent researches and publications. Problems of medical informatization and implementation of the hospital information systems are today in the center of scientific and practical interest of doctors, organizers, lawyers and healthcare managers. O. Baeva, R. Vasylyshyn, M. Holubchikov, Ya. Huliyyev, A. Husev, S. Dyachenko, V. Kachmar, O. Mintser, V. Stepanov, N. Filippova and others made a significant contribution to the development of these issues. At the same time, the legal aspects of informatization of the domestic medicine and potential risks of introduction of the so-called E-health system are insufficiently studied today [1].

We agree with Stepanov V. Yu., who in his study notes that the comprehensive informatization of the healthcare facilities will: provide rapid access to current, most complete and reliable information (this includes all data about the patient, his outpatient card, timely receipt of results analyzes, viewing of X-rays, etc.); improve the quality and availability of services provided by the medical institutions to patients; reduce the cost of working time for patient care and management of the medical institution through full automation of routine operations for filling out paper forms; save doctors and administration from the laborious process of compiling reports; avoid information loss; minimize the “human factor” errors in the formation of the statistical reporting of the institution, etc. [2]. Therefore, the development and improvement of the quality and efficiency of the electronic healthcare system is extremely important.

The purpose of the article is to outline the legal basis for informatization in the field of healthcare and the main existing goals of the electronic healthcare system of the territorial community.

Presentation of the main material. Informatization of the branches of activity of the united territorial communities is a requirement and a need of today. The territorial community has its own healthcare system, which is provided in the context of decentralization and local self-government, depending on the needs of the community residents. The introduction of electronic tools and resources improves the accessibility and manageability of the united community, including the medical sector.

For example, the informatization of the healthcare sector of the Vinnytsia city united territorial community began in 2011. Today, the community has the ability not only to automate the process of accounting for medical data and reporting, but also to use the electronic healthcare system as a tool to monitor the industry as a whole, powerful implementation of informatization allows for systematic monitoring and evaluation of the results obtained in the field of community health. The results of the implementation of measures require a detailed study and clarification of the benefits, as well as a detailed analysis of the regulatory framework.

Ukraine has adopted a number of legal acts regulating the introduction of healthcare informatization and the activities of the EHS (the list is given in Table 1).

Studies and analysis of regulations have shown that the purpose of healthcare is to save lives and human health [6]. Therefore, the implementation and optimization of the healthcare measures that have a positive impact on the quality of medical care of the population is appropriate and extremely important.

In the perspective of this issue, the Constitution of Ukraine and the Ukrainian Strategy for Healthcare System Development, “Fundamentals of European Policy and Strategy for the 21st Century”, approved by the World Health Organization, determine the quality of healthcare and information technology.

Thus, it is undeniable that the development and improvement of the quality and efficiency of the health-

Table 1

**Normative-legal acts regulating informatization in the field of healthcare
and the activities of the EHS**

№ p/p	Name of the normative document	What regulates
1	2	3
1	Constitution of Ukraine	<p>Article 3 of the Constitution of Ukraine states that a person, his life and health, honour and dignity, inviolability and security are recognized in Ukraine as the highest social value. Human rights and freedoms and their guarantees determine the content and direction of the state. The state is accountable to man for its activities. The establishment and protection of the human rights and freedoms is the main duty of the state.</p> <p>Article 49 of the Constitution of Ukraine enshrines the right of everyone to healthcare, medical assistance and medical insurance. Healthcare is provided by the state funding of relevant socio-economic, medical and sanitary and health and preventive programs.</p> <p>The state creates conditions for effective and accessible medical care for all citizens [6].</p>
2	Ukrainian Healthcare System Development Strategy	<p>The Ukrainian Healthcare System Development Strategy is based on three fundamental principles, namely: the focus and interest of the healthcare system should be the person (patient), therefore, the measures of the system should be aimed at meeting the human needs; quality, safety, duration of services, proximity to the community and rapid response to change. The Development Strategy states that the healthcare system is a system that should govern the relationship between the various actors, including managers, service providers, service recipients and researchers, each of whom occupies a specific niche and has clearly defined responsibilities. Thus, the system should be based on trust, dialogue and mutual respect of all participants, and the effectiveness of the whole system will ultimately depend on the quality of their interaction. The Strategy states that there is a need to assess the changes made in the field of healthcare and to develop effective mechanisms for monitoring the results obtained in order to respond in a timely manner and determine directions for action.</p> <p>According to the Development Strategy, the healthcare system should be focused on the expected results (health indicators, financial security of the patients, economic efficiency and satisfaction with services), should guide the decision-making process at all levels; evaluation of the staff work should be based on the effectiveness of the services provided, carried out regularly and constantly improved. This requirement is a significant priority for the creation of a quality and working information base, according to which appropriate decisions are made. The Strategy states that currently available evidence is of poor quality and limited.</p>

1	2	3
		<p>The Development Strategy also states that focusing on the implementation of goals means that it is not enough to have good ideas, but it is important to develop, implement and monitor the implementation of detailed reform plans that clearly define responsibilities, timeframes, reporting mechanisms.</p> <p>The Development Strategy of the healthcare system includes the provision of information in the field of healthcare, transparency and accountability, supervision/ emergency response. The healthcare sector must have data on comparative efficiency and effectiveness and must provide accessible, reliable, truthful, timely and transparent information on the state of health of the population and the results of healthcare activities.</p> <p>The Development Strategy states that information is an important part of improving the management. Strengthening the capacity and use of information technology improves the quality of data, exchange, use and dissemination of knowledge and information. This, in turn, enhances transparency, accountability and cost-effectiveness of the service delivery, strengthening the role of the stakeholders. New IT-services strengthen the capacity and expand the capabilities in the planning, implementation and monitoring of healthcare programs. Informatization of healthcare and the creation of an electronic healthcare system (EHS) is becoming a tool for the prompt receipt of quality, reliable, accessible medical information [7].</p>
3	<p>“Fundamentals of European Policy and Strategy for the 21st Century” of the World Health Organization</p>	<p>Identifies the need to increase the level of development of healthcare information systems and services.</p>

care system is extremely important, in today’s reality, the informatization of the healthcare system as a tool for the effective operation of the industry is a requirement and a need.

In 2017 healthcare system reform began in Ukraine. An important tool for reform is the creation of a modern electronic system that will significantly increase the efficiency and transparency of healthcare. The mechanism of introduction and development of informatization, functioning of the elec-

tronic healthcare system is provided in a number of normative-legal acts adopted in the conditions of healthcare reform (the list is given in table 2).

Thus, during 2017–2020 there were a number of systemic changes in the field of healthcare informatization, the Law of Ukraine “On state Financial Guarantees of Medical Care”, a number of bylaws, which regulated the activities of the electronic healthcare system (EHS) and institutions that should implement it - the Ministry of Healthcare

**Normative-legal acts governing informatization in the field of healthcare
and the activities of the EHS in the context of reform**

№ р/р	Name of the normative document	What regulates
1	Law of Ukraine of 19.10.2017 No. 2168-VIII "On the State Financial Guarantees of Medical Service of the Population".	Defines EHS as an information and telecommunication system that automates the accounting of medical services and management of the medical information by creating, posting, publishing and exchanging information, data and documents in electronic form, which includes a central database and electronic medical information systems, between which provide automatic exchange of information, data and documents through an open software interface [9].
2	Resolution of the Cabinet of Ministers of Ukraine "Some Issues of the Electronic Healthcare System" No. 411 of 25.04.2018	The order of functioning of the electronic healthcare system has been established [11].
3	Laws of Ukraine: - "Fundamentals of Ukrainian Legislation on Healthcare"; - "On information"; - "On Electronic Documents and Electronic Document Management"; - "On Electronic Trust Services"; - "On the Unified State Demographic Register and Documents Confirming the Citizenship of Ukraine, Identity or Special Status".	The mechanism of functioning of the electronic healthcare system is provided [12].
4	The procedure for organizing electronic information interaction of the state electronic information resources, approved by the resolution of the Cabinet of Ministers of Ukraine of May 10, 2018 No. 357.	Explains the organization of electronic information interaction [13].

(MOH), the National Health Service of Ukraine (NHSU), the State Enterprise "Electronic Health".

Data in information and telecommunication systems within the EHS should be processed in accordance with the defined, legitimate purpose and taking into account the requirements of the legislation in the field of personal

data protection and technical data protection in information and telecommunication systems.

The protection of the medical information is important. Any electronic system should include a protection mechanism to ensure the safety of documents, ensure secure access, ensure the authenticity of documents,

logging of the user actions. The data exchange system must ensure not only the transfer of information, but also its preservation from theft or modification, as well as be able to recover it quickly.

The need to ensure the protection of information, namely the creation of a comprehensive information security system (CISS) in automated systems is determined primarily by the requirements of regulatory documents (table 3).

Table 3

Normative-legal acts governing the collection and processing of personal data of the patients and the protection of information in the EHS

№ p/p	Name of the normative document	What regulates
1	2	3
1	Order of the Ministry of Healthcare of Ukraine dated February 28, 2020 No. 587.	The procedure for maintaining the Register of medical records, referral records and prescriptions in the electronic healthcare system has been approved. According to this procedure, the processing of personal data in the Register is carried out in order to ensure the implementation of the program of the state guarantees of medical care, as well as to ensure the functioning of the electronic healthcare system. The patient may independently or through his/her legal representative restrict access to the information about himself/herself contained in the Register and the consolidated medical information about the patient through his/her electronic office. The patient also has other rights to protect his/her personal data in accordance with the legislation on personal data and the electronic healthcare system.
2	<p>- Law of Ukraine of 19.10.2017 No. 2168-VIII "On State Financial Guarantees of Medical Care of the Population"</p> <p>- Law of Ukraine "On Information Protection in Information and Telecommunication Systems;</p> <p>- Law of Ukraine "On Personal Data Protection".</p>	<p>According to Article 11 of the Law on Financial Guarantees, access to patient data contained in the electronic healthcare system is possible only with the consent of such a patient (his legal representative) in writing or in a form that allows to conclude consent [9]. Without consent, access to patient information is possible in the following cases:</p> <p>the presence of signs of direct threat to the patient's life;</p> <p>if it is impossible to obtain the consent of such a patient or his legal representatives (until such time as it becomes possible to obtain consent);</p> <p>by court decision [9].</p> <p>According to Article 8 of the Law of Ukraine "On Information Protection in Information and Telecommunication Systems", information owned by the state or information with limited access, the protection of which is established by law, must be processed in a system using a comprehensive information security system with confirmed compliance. Confirmation of compliance is based on the results of the state examination [14].</p>

1	2	3
3	Resolution of the Cabinet of Ministers of 25.04.2018 No. 411 "Some Issues of the Electronic Healthcare System"	The procedure for collecting and processing personal data of the patient in the EHS is regulated [11].
4	Rules for ensuring information protection in information, telecommunication and information-telecommunication systems, approved by the Resolution of the Cabinet of Ministers of Ukraine of March 29, 2006 No. 373	Paragraph 16 of the Rules states that to ensure the protection of information in the system creates a comprehensive system of information protection, which is designed to protect information from: leakage by technical channels, which include channels of spurious electromagnetic radiation and guidance, acoustic-electric and other channels formed under the influence of physical processes during the operation of information processing facilities, other technical means and communications; unauthorized actions with information, including the use of computer viruses; special influence on the means of information processing, which is carried out by the formation of physical fields and signals and can lead to a violation of its integrity and unauthorized blocking [15].

The Law of Ukraine "On State Financial Guarantees of Medical Care of the Population", the Law of Ukraine "On Information Protection in Information and Telecommunication Systems", the Law of Ukraine "On Personal Data Protection", the Resolution of the Cabinet of Ministers "Some Issues of Electronic Healthcare System" are the main normative-legal acts that regulate the procedure for collecting and processing personal data of the patient in the EHS [12, 9, 11].

Keeping medical records is a mandatory part of a doctor's work. The completeness of the information directly depends on how correctly spelled out all the relevant data is.

From March 01, 2019, the electronic healthcare system of Ukraine has the ability to keep electronic medical records. An electronic medical record is a piece of patient data that is collec-

ted in a healthcare facility and is usually stored in the medical information systems (MIS) used by that facility. The Ministry of Healthcare has introduced electronic medical records and prescriptions in the electronic healthcare system.

Healthcare facilities that collect and store electronic medical records necessary for the provision of medical services are the owners of such data with appropriate rights to process such data and are responsible for their protection and storage.

As of April 1, 2020, all healthcare providers who have signed contracts with the National Healthcare Service of Ukraine for medical care under the Medical Guarantee Program are required to keep electronic medical records.

The procedure for maintaining the Register of medical records, referral re-

cords and prescriptions in the electronic healthcare system was approved by the order of the Ministry of Healthcare of Ukraine dated February 28, 2020 No. 587.

By signing the declaration on the choice of the primary care doctor, the patient (his legal representative) agrees to access the data on him contained in the electronic healthcare system, to such a doctor, as well as other doctors in his direction within, necessary for the provision of medical services by such doctors.

All information or a set of patient information is the patient's personal data (name, date of birth, registration number of the taxpayer's account card, number and series of passport or other identity documents, address and other identifiable data of the patient). According to the wording of the Law of

Ukraine "On Personal Data Protection", personal data - information or a set of information about an individual who is identified or can be specifically identified.

The purpose of implementing a comprehensive information protection system in the EHS is to ensure the confidentiality, integrity and accessibility of information.

Patients' personal data can be entered into the electronic healthcare system by authorized persons appointed by the medical institution. They are subject to medical secrecy legislation and must ensure the protection of such personal data [12].

Responsibility for disclosure of medical data is provided (table 4).

As can be seen from the above data, the regulatory framework for the subject of the study is sufficient, there-

Table 4

Regulatory documents that provide for liability for violations in the field of information protection

№ p/p	Name of the normative document	What regulates
1	Article 145 of the Criminal Code of Ukraine	There is a liability for intentional disclosure of medical secrets to a person to whom it became known in connection with the performance of professional or official duties, if such an act caused serious consequences, so, criminal liability is established [16].
2	Article 182 of the Criminal Code of Ukraine	Criminal liability is provided for violation of privacy (illegal collection, storage, use, destruction, dissemination of confidential personal information or illegal alteration of such information) [16].
3	Code of Ukraine on Administrative Offenses	For non-compliance with the procedure established by law for the protection of personal data, which led to illegal access to them or violation of the patient's rights as a subject of personal data, administrative liability is provided (Article 188-39 "Violation of legislation in the field of personal data" and Article 188-40 "Failure to comply with the legal requirements of officials of the specially authorized central executive body for personal data protection" [17].

fore, conditioned and agreed issues of the EHS, at the same time, in our opinion, it seems necessary to further analyze and improve the mechanisms for monitoring healthcare using electronic tools and capabilities of the electronic healthcare system.

In modern conditions, it is necessary to monitor the state, changes and results of healthcare activities in a timely and high-quality manner, and healthcare reform contributes to the development of the electronic healthcare system (EHS). Obtaining reliable data, effective processing, use, evaluation of the medical data is the basis for drawing conclusions and making administration decisions in the field of healthcare, which aim to improve the quality of medical care to the population of the territorial community.

Conclusions and prospects for further research. Given the data of the literature review and the regulatory framework for the informatization of the healthcare sector, we are aware of the prospects for the rational implementation and effective operation of the electronic healthcare system at the level of the united territorial community.

We are convinced that in modern conditions the informatization of the healthcare sector and the activity of the electronic healthcare system should be considered not only as a tool for automating the process of entering and processing the medical data, but also applied and developed for effective healthcare management at the level of the united territorial community.

The normative-legal framework in this area, as shown above, is sufficient. At the same time, taking into account

the requirement of informatization, the need for high-quality and reliable statistics and widespread implementation of changes in the healthcare sector, we consider it appropriate to assess and analyze existing domestic and foreign practices, tools and mechanisms for monitoring the healthcare sector.

In addition, today there is a need for a detailed study of the results and benefits for the managers, health professionals, patients, received from the informatization of healthcare sector. It is also necessary to identify the useful and problematic aspects of existing mechanisms, upgrade effective models, tools for monitoring, administration and management of the healthcare sector and proposals for the implementation of best practices.

We also consider it necessary to expand the use of healthcare markers and strategic indicators based on the automation of the statistical data processing.

Informatization of the healthcare sector is carried out both in Ukraine and abroad, it has gone from registers to a single electronic medical card. Today we have fragmentary data on the results of the implementation of healthcare monitoring mechanisms both in Ukraine and abroad. That is why domestic and foreign experience in this field will be the subject of our further research.

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REGULATORY AND LEGAL SUPPORT FOR POLICY OF COMBATING GENDER-BASED VIOLENCE IN UKRAINE

Abstract. The problem of gender-based violence is currently recognized as one of the most pressing in the modern world and relevant for most countries, in particular, for Ukraine. Combating gender-based violence is a relatively new area for Ukraine. However, in recent years, a number of crucial measures have been taken towards the establishment of the basic principles and the legal framework for the policy of combating gender-based violence.

The article systematizes the regulatory and legal framework for the policy of combating gender-based violence in Ukraine; international instruments regulating certain issues of the policy of counteraction and prevention of gender-based violence are characterized.

It was found that the Ukrainian legislation lacks definition of combating gender-based violence. It is proposed to define the concept of ‘combating gender-based violence’ as a coordinated activity of public authorities, local governments, civil society institutions and other actors (medical institutions, law enforcement agencies, etc.) to prevent, reduce manifestations and minimize the negative consequences of domestic violence, violence on the grounds of sex, violence in society as manifestation of gender discrimination, domination of one sex over another with participation or the acquiescence of the state. It is also proposed to apply a multisectoral approach (involving various actors to provide assistance to victims) to protection of the fundamental human rights and freedoms, and to form intolerant attitude of society to the said manifestations of violence.

The issue of identifying cases of gender-based violence remains relevant due to the lack of definition of violence and its signs.

Ukraine has created a minimal legal framework for the policy of combating and preventing gender-based violence. However, it needs further improvement in terms of formulating definitions of ‘gender-based violence’, ‘combating gender-based violence’, and mechanisms of interaction between the counteraction actors.

Keywords: domestic violence, violence on the grounds of sex, gender-based violence, combating gender-based violence

НОРМАТИВНО-ПРАВОВЕ ЗАБЕЗПЕЧЕННЯ ПОЛІТИКИ ПРОТИДІЇ ГЕНДЕРНО-ЗУМОВЛЕНОМУ НАСИЛЬСТВУ В УКРАЇНІ

Анотація. Висвітлено проблему гендерно-зумовленого насильства, що на сьогодні визнана однією з найбільш нагальних у сучасному світі. Вона є актуальною для більшості країн, зокрема, для України. Протидія гендерно-зумовленому насильству — відносно новий напрям для України. Проте за останні роки було здійснено надзвичайно важливі та вагомі кроки на шляху становлення засад, законодавчої бази політики протидії гендерно-зумовленому насильству.

Систематизовано нормативно-правове забезпечення політики протидії гендерно-зумовленому насильству в Україні; схарактеризовано міжнародні документи, якими регулюються окремі питання політики протидії та попередження гендерно-зумовленого насильства.

З’ясовано, що в українському законодавстві відсутнє визначення протидії гендерно-зумовленому насильству. Запропоновано визначення поняття “протидія гендерно-зумовленому насильству” як скоординована діяльність органів державного управління, місцевого самоврядування, інститутів громадянського суспільства та інших суб’єктів (медичних закладів, правоохоронних органів тощо) із запобігання, зменшення виявів та мінімізації негативних наслідків вчинення домашнього насильства, насильства за ознакою статі, насильства у суспільстві як вияву гендерної дискримінації, домінування однієї статі над іншою зі сторони чи потуранні держави. А також застосування міжсекторального підходу (залучення різних суб’єктів задля надання допомоги постраждалим особам) до захисту основних прав і свобод людини;

формування у суспільстві нетолерантного ставлення до зазначених виявів насильства.

Актуальним залишається питання ідентифікації випадків гендерно-зумовленого насильства через відсутність його визначення та ознак.

В Україні створено мінімальну нормативно-правову базу політики протидії та попередження гендерно-зумовленого насильства. Водночас вона потребує подальшого удосконалення в частині формулювання визначення понять “гендерно-зумовлене насильство”, “протидія гендерно-зумовленому насильству”, механізмів взаємодії суб’єктів відповідної протидії.

Ключові слова: домашнє насильство, насильство за ознакою статі, гендерно-зумовлене насильство, протидія гендерно-зумовленому насильству.

НОРМАТИВНО-ПРАВОВОЕ ОБЕСПЕЧЕНИЕ ПОЛИТИКИ ПРОТИВОДЕЙСТВИЯ ГЕНДЕРНО-ОБУСЛОВЛЕННОМУ НАСИЛИЮ В УКРАИНЕ

Аннотация. Освещено проблему гендерно-обусловленного насилия, которая на сегодня признана одной из самых насущных в современном мире. Актуальной она является для большинства стран, в частности, для Украины. Противодействие гендерно-обусловленному насилию — относительно новое направление для Украины. Однако за последние годы были осуществлены очень важные шаги на пути становления основ, законодательной базы политики противодействия гендерно-обусловленному насилию.

Систематизировано нормативно-правовое обеспечение политики противодействия гендерно-обусловленному насилию в Украине; охарактеризованы международные документы, которыми регулируются отдельные вопросы политики противодействия и предупреждения гендерно-обусловленного насилия.

Установлено, что в украинском законодательстве отсутствует определение противодействия гендерно-обусловленному насилию. Предложено определение понятия “противодействие гендерно-обусловленному насилию” как противодействие гендерно-обусловленному насилию — это скоординированная деятельность органов государственного управления, местного самоуправления, институтов гражданского общества и других субъектов (медицинских учреждений, правоохранительных органов) по предотвращению, уменьшению проявлений и минимизации негативных последствий совершения домашнего насилия, насилия по признаку пола, насилия в обществе как проявления гендерной дискриминации, доминирование одного пола над другим со стороны или попустительстве государства. А также применение межсекторального подхода (привлечение различных субъектов для оказания помощи пострадавшим лицам) к защите основных прав и свобод человека; формирование в обществе нетолерантного отношения к указанным проявлениям насилия.

Актуальным остается вопрос идентификации случаев гендерно-обусловленного насилия из-за отсутствия его определения и признаков.

В Украине создана минимальная нормативно-правовая база политики противодействия и предупреждения гендерно-обусловленного насилия. Вместе с тем она требует дальнейшего усовершенствования в части формулировки определения понятий “гендерно-обусловленное насилие”, “противодействие гендерно-обусловленному насилию”, механизмов взаимодействия субъектов соответствующего противодействия.

Ключевые слова: домашнее насилие, насилие по признаку пола, гендерно-обусловленное насилие, противодействие гендерно-обусловленному насилию.

Formulation of the problem. Due to forced migration of internally displaced persons (since 2014), in the context of the deteriorating economic situation in Ukraine during the COVID-19 pandemic quarantine, the number of cases of violence against women, domestic violence, including gender-based, has increased. Issues of preventing and combating gender-based violence are becoming one of the priority areas of gender policy. This is evidenced by the approval of the National Action Plan for the implementation of the UN Security Council Resolution 1325 “Women, Peace and Security” for the period up to 2020 (February 2016), and adoption of the Law of Ukraine “On Preventing and Combating Domestic Violence” (December 2017). The petition to the President of Ukraine (February 2020) demanding the introduction of a draft bill on ratification of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention) received over 25,000 signatures. The response of the President of Ukraine (June 2020) with the undertaken obligation to submit the relevant bill to the Verkhovna Rada of Ukraine confirms the need to further

improve the legal framework for combating gender-based violence. Particularly since the existing legal framework lacks the very concept of ‘gender-based violence’; instead, the terms ‘violence on the grounds of sex’ and ‘domestic violence’ are used. The above proves the relevance of the chosen topic of the article.

Analysis of recent research and publications. The areas of gender policy, including its legislative support, were studied by such Ukrainian scientists as O. Andreieva, O. Boiko, V. Goshovska, N. Hrytsak, L. Honiukova, G. Khrystova, O. Venger, and L. Voronko. The problem of combating gender-based violence is explored in research works of V. Korolchuk, K. Levchenko, T. Myroniuk, L. Nalyvaiko, L. Shaposhnyk, V. Sychova, A. Tushchenko and other scholars. However, the regulatory and legal support for the policy of combating gender-based violence in Ukraine has not become the subject of systematic studies yet, which determines the scientific relevance of the research topic.

The objective of the article is to systematize the regulatory and legal framework for the policy of combating gender-based violence.

Presenting main material. The problem of gender-based violence is recognized as one of the most pressing in today's world. It is urgent for most countries, including Ukraine. Combating gender-based violence is seen as a priority of gender policy both internationally and at the national states level. For Ukraine, this sphere is relatively new. And yet, in recent years, a number of significant measures have been taken to establish the foundations of Ukraine's gender policy and policy to combat gender-based violence.

Gender-based violence can be defined as discriminatory attitudes or gross violation of human rights and freedoms, which are dangerous acts committed against the will of the individual based on gender differences. Gender-based violence is aggressive behavior, demonstration of superiority, use of force based on difference in sex. M.O. Kachynska considers gender-based violence as a type of offense which is characterized by committing illegal actions against a person for the only reason that he or she belongs to a certain sex [1, p. 15].

A feature of gender-based violence is that mostly it is done not in the public, but in private life. In addition, as noted by N. Anishchuk, there is the widespread perception of the "acceptability" of such offenses in the family [2, p. 20].

The UN Declaration on the Elimination of Violence against Women defines gender-based violence as any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation

of liberty, whether occurring in public or in private life [3].

A number of researchers equate the concepts of 'gender-based violence', 'violence against women' and 'domestic violence'. Indeed, among the cases of gender-based violence, the absolute majority refer to violence against women. Of those cases, the vast majority relate to domestic violence. Domestic violence is not the same as gender-based violence, but sometimes is a form of it. Combating domestic violence and violence against women can be considered in the context of combating gender-based violence.

There are the following types of gender-based violence: physical, sexual, psychological, emotional, economic. Gender-based violence can occur both in public space (at work, in public institutions and places) and at home. It can apply to any social or age group. According to a study by the UN Population Fund, almost one in four women aged 15 to 49 in Ukraine was a victim of physical or sexual violence at least once [4]. Moreover, the reliability of this data cannot be guaranteed, and the number of victims of gender-based violence can be much higher.

The difficulty in identifying cases of gender-based violence is that a significant part of them are not registered due to lack of public trust in law enforcement agencies, and fear of public condemnation. Besides, such types of violence as psychological, emotional, economic are not even regarded by the victims as gender violence, but are perceived as an aspect of a normal relationship.

Ukraine has committed to implement the international instruments

governing the prevention and combating of gender-based violence, including the UN Declaration on the Elimination of Violence against Women, the Beijing Declaration, the UN Convention on the Elimination of All Forms of Discrimination against Women, the Gender Equality Strategy 2022 approved by the Council of Europe, and the UN Sustainable Development Goals by 2030.

The UN Declaration on the Elimination of Violence against Women (1993) became the first international document to enshrine the principles of combating gender-based violence. In 1995, the Beijing Platform for Action significantly expanded the definition of violence against women to address discrimination based on age, race, ethnicity, and wealth. The UN Security Council Resolution 1325 on Women, Peace and Security calls for protection of women from gender-based violence and for improvement of violence prevention strategies, including the strengthening of safeguards for women's rights within national law.

One of the most important international regulations in the field of combating gender-based violence is the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention). According to the Convention, violence against women is a manifestation of the historically formed unequal balance of power between men and women and a social mechanism, the use of which forces women to have a subordinate position [5]. Ukraine signed the Istanbul Convention as early as in 2011; however, it has not been ratified yet. The Council

of Churches and Religious Organizations warns against its adoption due to the use of the term 'gender identity' in its text: the document interpretes the term 'gender' as dependent on a person's self-identification, rather than on their natural sex characteristics [6]. In addition, the number of votes of the people's deputies of the Verkhovna Rada of Ukraine of both the previous and current legislature is not enough to ratify the Convention.

Ratification of the Istanbul Convention would not only allow the experts of the Council of Europe to monitor implementation of the commitments undertaken by Ukraine, but would also give the country the right to require increased penalties for offenders of the Ukrainian female citizens abroad, as well as for the Ukrainian offenders who are hiding in foreign lands.

The first national document providing the legislative support of the policy of combating violence against women was the Law of Ukraine "On Prevention of Domestic Violence" (2001). The areas of combating gender-based violence have been further specified in the Law "On Ensuring Equal Rights and Opportunities for Women and Men" (2005); "On the Principles of Prevention of Trafficking in Human Beings" (2011), "On the Principles of Preventing and Combating Discrimination in Ukraine" (2012); in amendments to the Criminal Code of Ukraine.

In 2007, regulations were developed for the National Coordinating Council for the Prevention of Domestic Violence, Gender Equality and Combating Trafficking in Human Beings under the Ministry of Social Policy of Ukraine and the relevant coordinating

councils under local authorities. Their main tasks included ensuring coordination of actions of the agencies, institutions and organizations that are to combat and prevent gender-based violence. The coordination councils' activity ensures the accomplishment of the function of public control over the observance of laws on combating gender-based violence and the interaction of the authorities and the public.

The Sustainable Development Goals by 2030, approved by the UN Summit, emphasize the importance of actions aimed to combat gender-based violence [7]. Accordingly, the National Report "Sustainable Development Goals: Ukraine" identified the elimination of all forms of discrimination against women, reducing the level of gender-based and domestic violence as the country's crucial tasks.

At the end of 2017, the Law of Ukraine "On Prevention and Counteraction to Domestic Violence" was adopted. It enshrined the basic principles of the Istanbul Convention and other international instruments, including those to counteract gender-based and domestic violence. According to the law, domestic violence is defined as acts of physical, sexual, psychological or economic nature committed in the family or in the place of residence, leading to physical or psychological suffering, health disorders, disability, emotional dependence or deterioration of the life quality of the victim [6]. Threats to commit these acts are also considered violence. A new important feature of this law is an expanded list of administrative penalties for acts that are classified as domestic violence. However, it lacks a definition

of 'gender-based violence'; instead, the term 'violence on the grounds of sex' is used, which does not fully reveal the content of the gender-based violence concept.

The law established the list of entities that are to carry out measures to prevent and combat domestic violence. These include the agencies that ensure the shaping and implementing of the key policies to combat gender-based violence: the Verkhovna Rada of Ukraine, which creates the legislative framework of the policy; the Cabinet of Ministers of Ukraine, which forms an appropriate regulatory environment and the focal points of the policy, coordinates and implements the policy, in particular, through the Government Commissioner for Gender Policy; the Ministry of Social Policy of Ukraine. Under the Ukrainian law, the list of actors of the policy of combating gender-based violence includes: child-care services; the National Police units; educational institutions and organizations; public health authorities; centers for legal aid; judiciary; the prosecutor's office.

Among the general and specialized services providing support to victims, the above-mentioned law determines the following bodies: centers of social services for families, children and youth; shelters; social and psychological rehabilitation centers; territorial social services centers.

According to the law, not only Ukrainian organizations of any form of ownership, public associations, and individuals, but also foreign NGOs can be involved in the implementation of the policy of combating domestic violence.

In accordance with the Law of Ukraine "On Amendments to the Cri-

minal and Criminal Procedure Codes of Ukraine in order to implement the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence and fight against these phenomena”, the range of subjects to whom the law is applied was expanded to include: spouse/ex-spouse or other persons with whom the offender is/was in a family/intimate relationship. Additional measures aimed at establishing precautionary mechanisms to combat violence on the grounds of sex were also listed [8].

In October 2018, the Order of the Cabinet of Ministers of Ukraine approved the Concept of the State Social Program for Prevention and Response to Domestic Violence and Gender-Based Violence till 2023. Among the main expected results of the Program is an increase in the level of public trust in the entities implementing anti-violence measures.

In 2019, the Order of the Ministry of Internal Affairs of Ukraine established the procedure for preventive registration and carrying out preventive work with the offender aimed to prevent the recurrence of violence [9].

Before 2018, the interaction and coordination of actors combating domestic violence was carried out by the Instruction on the order of interaction of structural units responsible for the implementation of state policy on prevention of domestic violence (dating 07.09.2009) [10]. The algorithm of interdepartmental interaction and response to cases of violence on the grounds of sex was first proposed by the Coordinating Council for Family, Gender Equality, Demographic Develop-

ment, Prevention of Domestic Violence, Gender-Based Violence, and Combating Trafficking in Human Beings in Kharkiv. In 2017, its working group developed and published the relevant guidelines [11]. The governmental order “On Approval of the Procedure for Interaction of Entities Carrying Out Measures in the Sphere of Prevention and Counteraction to Domestic Violence and Gender-Based Violence” was adopted only in 2018 [12]. It contained mechanisms for detecting and responding to violence, information exchange between local executive bodies, local governments, units of the National Police, educational and healthcare institutions, special services for affected persons. However, none of these documents gives definition of gender-based violence or its signs.

We suggest that combating gender-based violence should be regarded as a coordinated activity of public authorities, local self-government bodies, civil society institutions and other entities (medical institutions, law enforcement agencies, etc.), aimed to prevent, reduce manifestations and minimize the negative consequences of domestic violence, violence on the grounds of sex, violence in society as manifestation of gender discrimination, domination of one sex over another with participation or the acquiescence of the state. We propose the application of a multisectoral approach (involving various actors to provide assistance to victims) to combat domestic violence, violence on the grounds of sex; formation in society of intolerant attitude to these manifestations of violence.

Today in Ukraine, the policy of combating gender-based violence is

aimed at introduction of a preventive model of work and implementation of a comprehensive program to help the victims of violence.

According to the information published by the Ministry of Social Policy of Ukraine, in the first quarter of 2020, almost 47 thousand complaints regarding domestic violence were lodged, which is 48 % more than in the same period of 2019 (31.7 thousand complaints). Of the total number of complaints, 0.8 % were received from children; 85 % – from women; 13.6 % of complaints – from men [13]. On the one hand, this indicates the existence of negative trends of increasing number of cases of domestic violence. On the other hand, it is the result of a growing trust in law enforcement and social care services.

The statistics on domestic violence cases prove the imperfection of the legal framework for combating gender-based violence. For instance, in January 2019, 29 % of cases were closed, 35 % were sent for reconsideration. Judgements were passed only on 35 % of cases: in 89 % of cases – a fine, 9 % – compulsory community service, 2 % – administrative arrest [14]. That is to say, if this trend continues, 65 % of offenders will not be prosecuted at all.

Conclusions and prospects for further research. Combating gender-based violence is recognized as one of the priorities of gender policy both by the international community and in Ukraine. Ukrainian legislators have not yet ratified the Istanbul Convention – a fundamental international act that sets out the principles for combating and preventing gender-based violence. And yet, Ukraine has created

a powerful toolkit for implementing policies in this area.

Over the past few years, the legal framework for combating gender-based violence has been significantly improved: a number of legislative acts, government decrees, state and regional programs regulating the relevant area have been adopted. At the same time, the legal framework does not contain a definition of ‘gender-based violence’, limiting the range of issues to the concept of ‘violence on the grounds of sex’. The issue of identifying cases of gender-based violence remains relevant due to the lack of definition of the violence and its signs.

The regulatory and legal framework for the policy of prevention and counteraction to domestic violence and gender-based violence contains tools for control and monitoring of the activities of authorities responsible for this area, and determines the specific measures to implement the policy. However, the regulatory and legal support for the policy to combat gender-based violence needs improvement.

For further research, it is important to analyze the international experience of responding to and combating gender-based violence in order to adapt the best practices to the regulatory and legal support for combating gender-based violence in Ukraine.

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PROJECT MANAGEMENT IN THE EDUCATION SYSTEM: CONCEPTS, CONTENTS

Abstract. The article describes definitions and contents of the concepts of “management”, “Project” and “Project Management”, “managerial activity” in educational sphere of society activity; Coverage of their aspects in the works of Ukrainian and foreign scholars, analyzes the content of the concept of the project and the project management process in educational institutions; Features and characteristics of the project, management of projects as mechanisms of planning and organization in management activity.

The management activity aims to create such a microclimate in the team and to the attitude to each employee, which will stimulate them to perform the functions necessary for the management of the institution.

The essence of management activity is a deliberate organization of interaction of people during collective work to achieve the main tasks of production. Its

main feature is the fact that the impact is on the subject of the process, people, and human psychology is quite a subtle science, which requires certain skills and knowledge.

The project management process is functionally more complex process than traditional management implemented in Ukraine; The use of project management methods contributes to the most efficient and high-quality solution for the creation and modernization of existing systems and processes of different enterprises and organizations. Therefore, it is often considered the leading mechanism for planning, organizing and managing certain changes in various sectors of society.

Keywords: management, project, design management, project management, educational establishments.

УПРАВЛІННЯ ПРОЕКТАМИ В СИСТЕМІ ОСВІТИ: ПОНЯТТЯ, ЗМІСТ

Анотація. Розглянуто визначення та зміст понять “управління”, “проект”, “управління проектом” та “управлінська діяльність” в освітній сфері діяльності суспільства. Висвітлено їх аспекти у працях українських та зарубіжних науковців. Проаналізовано зміст поняття проекту та процесу управління проектом у закладах освіти; особливості та характеристики проекту, управління проектами як механізмів планування та організації в управлінській діяльності.

Управлінська діяльність має на меті створення такого мікроклімату в колективі і відношення до кожного працівника, яке стимулюватиме їх на виконання функцій, необхідних керівництву закладу.

Сутність управлінської діяльності полягає у вираженій організації взаємодії людей під час колективної роботи з метою досягнення основних завдань виробництва. Головною її особливістю є той факт, що впливати припадає на суб’єкт процесу, на людей, а психологія людини досить тонка наука, що вимагає наявності певних навичок і знань.

Процес управління проектами є функціонально більш складним процесом, ніж традиційне управління, що реалізується в Україні; використання методів проектного менеджменту сприяє найбільш ефективному та якісному розв’язанню завдань щодо створення, модернізації та розвитку діючих систем і процесів різних підприємств та організацій. Тому часто він вважається провідним механізмом планування, організації й управління певними змінами у різних секторах життя суспільства.

Концепцію управління проектами в загальному можна визначити як набір певних процесів, керують ними і виконують їх люди.

Тобто проекти складаються із системи взаємопов’язаних процесів, що становлять певні в часі дії, які призводять до запланованого результату. Така концепція управління проектами дає можливість зробити процес управління гнучким, надійним і економічним.

Ключові слова: управління, проект, проектний менеджмент, управління проектами, заклади освіти.

УПРАВЛЕНИЯ ПРОЕКТАМИ В СИСТЕМЕ ОБРАЗОВАНИЯ: ПОНЯТИЯ, СУТЬ

Аннотация. Рассмотрено определение и содержание понятий “управление”, “проект”, “управление проектами” и “управленческая деятельность” в образовательной сфере деятельности общества; освещены их аспекты в работах украинских и зарубежных ученых, проанализировано содержание концепции проекта и процесса управления проектами в учебных заведениях; особенности и характеристики проекта, управление проектами как механизмами планирования и организации в управлении.

Управленческая деятельность направлена на создание такого микроклимата в коллективе и на отношение к каждому сотруднику, что будет стимулировать их к выполнению функций, необходимых для управления учреждением.

Суть управленческой деятельности заключается в целенаправленной организации взаимодействия людей в ходе коллективной работы для решения основных задач производства. Его главной особенностью является то, что влияние на тему процесса, людей, а человеческая психология — довольно тонкая наука, которая требует определенных навыков и знаний.

Процесс управления проектами является функционально более сложным процессом, чем традиционное управление, осуществляемое в Украине; использование методов управления проектами способствует наиболее эффективному и качественному решению для создания и модернизации существующих систем и процессов различных предприятий и организаций. Поэтому он часто считается ведущим механизмом планирования, организации и управления определенными изменениями в различных секторах общества.

Понятие управления проектами в целом можно определить как набор определенных процессов, управляют ими и выполняют их люди.

То есть проекты состоят из системы взаимосвязанных процессов, представляющих определенные по времени действия, которые приводят к запланированному результату. Эта концепция управления проектами позволяет сделать процесс управления гибким, надежным и экономичным.

Ключевые слова: управление, проект, проектный менеджмент, управление проектами, образовательные учреждения.

Formulation of the problem. Successful development and results are achieved by companies whose managers have specific methods and tools of project management in their arsenal; ignoring the latter can lead to significant financial problems, loss of market position. Therefore, leading universities

in different countries preparing specialists in the field of management include project management courses in their curricula. They are also an integral part of the training of future leaders in any field of activity, and are a sign of the level of general management culture of administration. The set of principles,

methods, tools and forms of management – management – management. The basis of management is the process of achieving a certain result in any area of the human activity [1–9].

Management is often seen as a type of professional activity. From this point of view, to understand the essence of management, it is important to know who these managers are and how their activities differ from those of other categories of workers.

Director, group leader, boss, head, etc. – all these words denote positions. People who hold these positions can be united by the general concept of “manager”, as it is possible to identify the following common features of their activities: the manager has at least one subordinate; the manager manages part or all of the organization in which he works; the manager receives certain powers and makes decisions within them that will have consequences for other employees of the organization.

Applied aspects and uniqueness of the project management process and tools attract the attention of the managers, specialists and scientists, whose field of activity is the management and organization of business activities and innovation and technological progress, regional and territorial development.

However, the issues and problems of project activities in the educational institutions are rarely considered, usually stereotyping and standardization.

The conditions in which the educational organizations operate and develop are the conditions of market relations. It is the Ukrainian realities that determine the changing priorities of the social life of the younger generation in the modern society, require

a scientific approach to new, effective management mechanisms in the education system in general and educational institutions in particular, which would promote effective life.

Analysis of scientific researches and publications. A new scientific discipline – project management – a section of the theory of management of socio-economic systems, studies the methods, forms, means of the most effective and rational change management. The growing complexity of the public projects and the experience of their administration have revealed the need to create a theory and practice of project management.

Important project management issues include materials from international financial organizations, such as the World Bank, the European Bank for Reconstruction and Development, etc., as well as professional organizations: International Project Management Association, professional national project management associations of different countries, etc. The works of such specialists as P. Martin, K. Tate, D. Herd, A. Tovb, G. Tsynes, V. Shapiro, S. Bushuyev, N. Bushuyeva, I. Babayev, V. Yakovenko S. Dzyuba and others contain the greatest elaboration of projecting and management topics.

The scientific teams of most institutions of higher education in Ukraine study and research this issue, develop textbooks, manuals, methodological developments within the curriculum of the discipline of the educational qualification level master in the field of management, economics; presented in the structure of the basic elements of project management, namely the basic concepts, functions, methods, sub-

systems of project management. The training and methodical manuals contain examples of educational and applied character, tasks for independent work and questions of self-control; recommended for students, graduate students, practitioners involved in the development and implementation of projects in various fields of the society. It should be noted that insufficient attention is paid to the management of educational projects or attention is focused only on certain aspects of this process, which determined the purpose of writing a number of articles.

The purpose of this article is to analyze the definition of “administration”, “management”, “management activity”, “project” and “project management”; their place and development in the works of scientists; research of the content of the project content and the project management process in the educational institutions.

Research methods: to achieve the defined goal and objectives we used the theoretical method of analysis of scientific literature, synthesis, generalization, systematization, comparison, classification, structural modeling of the process to outline the conceptual apparatus, justification of the main aspects of the problem under study.

Presentation of the main material. Administration is a conscious action of the head, aimed at a particular system as a whole or its individual parts (spheres of social life, industries, enterprises, teams), which ensures their development and optimal functioning through the use of objective patterns of development inherent in the society. Administration will be wherever there

is life, activities of individuals and/or communities.

The main link in the administration system is considered to be the administrator, the head, his duty to create a positive and productive atmosphere in the team. He chooses a model of behaviour, of administration activity, which can be distinguished as an authoritarian, democratic or liberal position of the head. An authoritarian approach allows the head to feel like an undisputed leader, and it is forbidden to challenge his word. Liberalism allows employees to work at their own discretion, without prior consultation with the head. Democratically minded is the most productive, as it supports joint decision-making that fully satisfies both parties.

Administration activity, like any system, includes certain components:

- 1) definition of the purposes, the goal, tasks by the head and the proved report of the personnel, development of the plan of actions, etc.;
- 2) structure of measures to create motivators and levers of influence on subordinates;
- 3) definition of a number of tasks that need to be implemented by employees, distribution of responsibilities, functional instructions;
- 4) analysis, synthesis, delegation and control over the results of the collective/team;
- 5) reflection, feedback.

After analyzing the work of any institution, establishment can be divided into two main activities: current, recurring *processes* (operations) and *projects* that operate in parallel. Planning and control will be important for practical activities, because they require resources and are performed by

people. Projects are aimed at achieving unique goals in a certain period of time, and the processes are cyclical, which is what significantly distinguishes them.

Previously, only a documented plan of a building or structure was considered a project. There are a number of definitions of the term “project”, each of which has a right to exist. Project managers use the ones that are best suited for the task at hand.

In its most general form, a project is something that is conceived or planned, such as a large enterprise.

The project is an enterprise (intention), which is largely characterized by the uniqueness of the conditions in their entirety, for example: setting goals and objectives; temporary, financial, human and other restrictions; separation from other intentions; the project has a specific organization and implementation.

Projects have certain common features:

1) definition and purpose to achieve a specific goal;

2) practical implementation, coordination, implementation of interdependent and mutually important actions;

3) termination of length in time, beginning and end;

4) a certain unrepeatability and uniqueness [2].

Projects are usually aimed at implementing certain changes within the organization or in the external environment. Examples of internal changes in our case can be a certain process of change that occurs in the educational organization and is characterized by the use of fundamentally new innovative technologies in both educational

and managerial activities, ensures the success of this organization [3, p. 6]. It should be noted that the innovative development of an educational organization is based on a certain targeted activity of the educational process, which differs from the established practice and aims to create and implement a set of innovations to ensure the quality of the educational services and competitiveness of the educational institutions (middle school). It requires clear step-by-step planning of the actions of the subjects of the educational process and the administration of the institution, in particular. In their content, methods and forms of implementation, these actions are justified, systematic and those that provide the planned result. This is expressed as technologies that can be implemented in the project:

- focus on the development of cognitive skills, key competencies;
- focus on the development of knowledge, skills and abilities of independent creation and implementation of an individual plan of professional self-development (to construct oneself as a specialist);
- effective orientation in the information space;
- skills of analysis, synthesis and integration of acquired knowledge from different sources in the process of theoretical and applied practical training in practice.

The researches conducted both in Ukraine and abroad has confirmed that most modern leaders in politics, business, art, and sports are people who have a project-based mindset, successfully using project management technology. Confirmation of static data: project management takes place in 74%

of organizations and 37 % of ongoing workflows.

The project activity of the modern society is meaningfully connected with all spheres of functioning of the enterprise or organization: marketing – design of marketing research, advertising campaigns, the emergence of new products on the market, the creation or change as a result of active or passive competition in new markets; research and development sphere – process design, planning and control of the results of creation of new products, goods, technologies; production – projects that in their content are aimed at the development of new products, technical re-equipment, introduction of new technologies. In the context of entering enterprises in the market sphere, complex projects of their restructuring with a number of subprojects on change in sales become relevant – projects of construction of trade and sales network profile, specialization, organizational and production restructuring, introduction of financial management, controlling, etc.

An important aspect is the uniqueness to the extent that it is associated with increased competition, the development of the information economy. A sign of the information contained in the project process is the dynamics and constant changes. Therefore, flexibility, that can be (or not) a valuable factor, and project management – the key to achieving this flexibility [2].

Project management is the process of managing the team, project resources using special methods and techniques to successfully achieve the goal.

The project environment is important because it is necessary to determine

the environment in which the project appears, exists and ends [3]. The created active functional environment can take into account internal and external components that carry the content load: economic, political, social, technical, regulatory, cultural, etc.

The project is always focused on the result and achievement of clear goals, which can actually be achieved in a specific subject area. The project is implemented by a group or team: manager, project team and other project participants [5].

Project management can be called the methodology of the organization, which makes it possible to identify the factors of planning, management, coordination of human, intangible and material resources during the life of the project cycle; aimed at the effective achievement of its goals through the use of a holistic and structured system of modern methods, techniques and management technologies. All this will allow to achieve the results defined in the project in terms of content and structure of works, estimates, timing and quality [3, p. 7].

It is important for the education sector that the system should be well-structured for effective project management. The essence of structuring (decomposition) is that the project and its management system are divided into:

- phases of the life cycle of the educational project, tasks, single work processes, stages of work;
- distribution of powers in general, certain specific works of the participants in the educational process, which are interconnected in the structure of work on the project;

- organizational structure of employees on the project, submission of orders, creation of personalized tasks;
- creation of a matrix of distribution of responsibilities and duties of employees when performing work on the project, which will contain its structure;
- subsystems by areas of project management, namely the level of government and organizational control, which operate during almost all phases of the project management;
- general system functions that are implemented in the structure of all subsystems during the existence of all phases of the project implementation.

An important structural unit that unites, guides and motivates the project participants is the project team (if we take into account the educational project, the team may consist of different combinations of participants in the educational process: students, parents, teachers and administration). This is a special group (not always strictly selected), which can be an independent object and/or part of one of these participants, and manages (in its entirety) the investment process within the project.

An organizational form that carries a certain structure and can significantly influence the project may contain the following structures:

- functional structure; and/or a divisional form of management organization may be used, as a variety formed on regional, product or technological grounds;
- project structure;
- matrix structure, where there are three varieties: *weak matrix*, when the project coordinator is responsible for

coordinating the tasks of the project, but has limited power over resources; *balanced matrix*, when the project manager coordinates all work and shares responsibility for achieving the goal with the heads of the functional units; *rigid matrix*, when the project manager has maximum authority, but also bears full responsibility for the implementation of the project tasks.

The project life cycle (the period of time between the moment of appearance, origin of the project and the moment of its liquidation, completion) is the initial concept for research of the problems of financing of works on the project and acceptance of the corresponding decisions. Importantly, the full cycle of operation of any project can be divided into three main semantic phases: pre-investment, investment and operational. Sometimes the division into phases significantly depends on the specifics of the project.

Thus, an example of the life cycle may include:

- conceptual phase, namely the formulation of goals, analysis of investment opportunities, justification of the possibility of implementation (feasibility study) and project planning;
- project development phase, which involves determining the structure, sequence, importance, priority of work and contractors, construction of timetable schedules, financial and budgetary issues of the project, development of budget documentation, location, organization, negotiation and contracting with subcontractors and/or individual suppliers;
- project implementation phase: a phased project implementation process, which may include a variety of

combinations from the mix of construction, marketing, selection and training of the staff;

- project completion phase, which includes, in the general case, acceptance, quality testing, pilot pre-operation and commissioning of the project;

- operational phase, including: acceptance and launch, replacement of equipment, expansion, modernization, innovation.

The functional part of the project management includes: planning, control, analysis, decision-making, preparation and maintenance of the project budget, organization of implementation, monitoring, evaluation, reporting, examination, verification and acceptance, accounting, administration.

Conclusions and prospects for further exploration. In today's turbulent conditions, the leading skills can be considered the organization of life as a project: to determine the long and near future perspective; work with the necessary resources, outline an action plan and evaluate the result of achieving the goals and objectives. A project in the general sense is a set of interrelated activities to create new products or services. Novelty and uniqueness are essential features, but quality comes to the fore. Quality determines the ability to meet customer requirements or even exceed them. Accordingly, one of the dominant functions of the project manager is quality management, which must be permanently carried out throughout all phases of the project life cycle using modern approaches and methods.

In summary, we can conclude that the project is an activity in which material, financial and human resources

are organized in an innovative way to perform unique work with limited time and costs to achieve positive changes defined by quantitative and qualitative parameters [1, p. 10].

The concept of project management is the process of managing a team and project resources using specific methods, through which the project is completed successfully and achieves its goal. Although in practice project management is a more complex process and function than traditional management, which is common in Ukraine today, project management allows you to most effectively and efficiently solve many problems of creating new, modernizing and developing existing systems and processes of various enterprises and organizations. Promising in our further study is the disclosure of the content of the project management subsystems, their place, purpose, impact on the positive dynamics of the project in the educational institution, namely: content and volume management, project time management, information flow and communication process management, project duration and urgency, cost and quality management, procurement and supply management, management of existing resources, including human, their stocks and possible risks, integration management, functional management.

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OPEN EDUCATION AS A COMPONENT OF THE MECHANISM KNOWLEDGE MANAGEMENT IN PUBLIC GOVERNANCE CONTINUOUS EDUCATION SYSTEM

Abstract. Global processes of globalization and informatization, reforming the field of education in Ukraine encourage the solution of the issue of knowledge management in public administration. The use of knowledge management in public education management emphasizes the importance of using forms and methods that explain the relationship between formal, non-formal and informal learning. The processes of informatization, introduction of new forms and methods of work encourage the use of forms of open education in the system of continuing education, in particular in postgraduate pedagogical education. Open postgraduate pedagogical education promotes the development of quality education without gender, age, national and territorial differences. Thus, the role of continuing education is manifested in the quality of professional development of teachers, considering modern requirements for the quality and content of education. The use of cloud technologies in the public management of the educational sector and the educational process plays a positive role. The general model of open education determines its accessibility, free use of information materials today and in the future. During the development of open content it is necessary to adhere to the principles of open education, in particular mass and accessibility, internationality and globalization, openness, adaptability and flexibility, modular structure and asynchrony, economic efficiency. The activity of the Ukrainian Open University of Continuing Education in the direction of open education is studied. A study of the number of applications for distance learning courses and issued documents on their successful completion in institutions of postgraduate pedagogical education in Ukraine. The main risks of introducing open education in public administration have been identified, including insufficient effectiveness of assessment methods, computer literacy of users, copyright protection, insufficient funding of institutions and uneven material and staffing of postgraduate pedagogical education.

Keywords: open education, distance education, knowledge management, continuing education, public administration.

ВІДКРИТА ОСВІТА ЯК СКЛАДОВА МЕХАНІЗМУ УПРАВЛІННЯ ЗНАННЯМИ В ПУБЛІЧНОМУ УПРАВЛІННІ СИСТЕМОЮ НЕПЕРЕРВНОЇ ОСВІТИ

Анотація. Висвітлено світові процеси глобалізації та інформатизації, реформування сфери освіти України, що спонукають до вирішення питання управління знаннями в публічному управлінні. Використання механізму управління знаннями в публічному управлінні освітою підкреслює важливість використання форм і методів, що пояснюватимуть зв'язок між формальним, неформальним та інформальним навчанням. Процеси інформатизації, впровадження нових форм та методів роботи спонукають до використання форм відкритої освіти в системі неперервної освіти, зокрема в післядипломній педагогічній освіті. Відкрита післядипломна педагогічна освіта сприяє розвитку якісної освіти без гендерних, вікових, національних та територіальних відмінностей. Відтак роль неперервної освіти виявляється у якісному професійному розвитку педагогів з урахуванням сучасних вимог до якості та змісту освіти. Позитивну роль відіграє використання хмарних технологій у публічному управлінні освітньою галуззю та навчальному процесі. Загальна модель відкритої освіти визначає її доступність, вільне використання інформаційних матеріалів у наші дні та в майбутньому. Під час розбудови відкритого контенту необхідно дотримуватися принципів відкритої освіти, зокрема масовість і доступність, інтернаціональність та глобалізація, відкритість, адаптивність та гнучкість, модульна структурованість та асинхронність, економічна ефективність. Вивчено діяльність Українського відкритого університету неперервної освіти в напрямі відкритої освіти. Проведено дослідження кількості заявок на проходження дистанційних курсів підвищення кваліфікації та виданих документів про їх успішне закінчення у закладах післядипломної педагогічної освіти України. Визначено основні ризики впровадження відкритої освіти в публічному управлінні, зокрема недостатня ефективність методів оцінювання, рівень комп'ютерної грамотності користувачів, захист авторських прав, недостатнє фінансування закладів та нерівномірне матеріальне і кадрове забезпечення післядипломної педагогічної освіти.

Ключові слова: відкрита освіта, дистанційна освіта, управління знаннями, неперервна освіта, публічне управління.

ОТКРЫТОЕ ОБРАЗОВАНИЕ КАК СОСТАВЛЯЮЩАЯ МЕХАНИЗМА УПРАВЛЕНИЯ ЗНАНИЯМИ В ПУБЛИЧНОМ УПРАВЛЕНИИ СИСТЕМОЙ НЕПРЕРЫВНОГО ОБРАЗОВАНИЯ

Аннотация. Освещены мировые процессы глобализации и информатизации, реформирование сферы образования Украины, которые побуждают к решению вопроса управления знаниями в публичном управлении. Использование механизма управления знаниями в публичном управлении образованием подчеркивает важность этих форм и методов, которые объяснят связь между формальным, неформальным и информальным обучением.

Процессы информатизации, внедрение новых форм и методов работы побуждают к использованию форм открытого образования в системе непрерывного образования, в частности в последипломном педагогическом образовании. Открытое последипломное педагогическое образование способствует развитию качественного образования без гендерных, возрастных, национальных и территориальных различий. Следовательно, роль непрерывного образования проявляется в качественном профессиональном развитии педагогов, с учетом современных требований к качеству и содержанию образования. Положительную роль играет использование облачных технологий в отрасли публичного управления и в учебном процессе.

Общая модель открытого образования определяет его доступность, свободное использование информационных материалов сегодня и в будущем. Во время развития открытого контента необходимо придерживаться принципов открытого образования, в частности массовости и доступности, интернациональности и глобализации, открытости, адаптивности и гибкости, модульной структурированности и асинхронности, экономической эффективности. Изучена деятельность Украинского открытого университета непрерывного образования в направлении открытого образования.

Проведено исследование количества заявок на прохождение дистанционных курсов повышения квалификации и выданных документов об их успешном окончании в учреждениях последипломного педагогического образования Украины. Определены основные риски внедрения открытого образования в публичном управлении, в частности недостаточная эффективность методов оценки, уровень компьютерной грамотности пользователей, защита авторских прав, недостаточное финансирование учреждений и неравномерное материальное и кадровое обеспечение последипломного педагогического образования.

Ключевые слова: открытое образование, дистанционное образование, управление знаниями, непрерывное образование, публичное управление.

Formulation of the problem. Problematic issues of education, in particular the introduction of innovative solutions in the management of this area, have become especially relevant on the threshold of the third millennium, since a timely response to the challenges of the time requires the improvement of public education management mechanisms.

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lar the introduction of innovative solutions in the management of this area, have become especially relevant on the threshold of the third millennium, since a timely response to the challenges of the time requires the improvement of public education management mechanisms.

Modernization of the content of lifelong education and the formation of appropriate open content will help to increase the level of professional com-

petence of employees of public education authorities and teachers, taking into account the needs of the state and modern society.

One of the tools of the knowledge management mechanism in public education management is the widespread introduction of open education in Ukraine. The use of forms of open education in the system of public administration of the education sector is a very topical issue for study and analysis.

Analysis of recent research and publications. Scientific works of V. Bykov [4], I. Vorotnikov [5], V. Gusev [6], V. Oleinik [7; 8], V. Sidorenko [9].

The analysis of research and publications indicates the significant interest of Russian researchers in the development of open education. These issues require further consideration and generalization. In particular, a detailed study requires the use of open education in public administration. This determines the relevance of the research topic.

The aim is to analyze the introduction of open education tools into the lifelong education system as a component of the knowledge management mechanism in the public education management system, to study the use of open education by postgraduate pedagogical education institutions in Ukraine, and to study the risks of implementing open education.

Presentation of the main material.

The use of the knowledge management mechanism in public education management emphasizes the need to apply theories that explain the relationship between formal, non-formal and informal learning and are able to ensure continuity and convenience in obtaining new competencies [5, p. 145].

A promising method of developing a knowledge management mechanism in the public administration of the educational system is the introduction of open education technologies.

The use of the latest information and communication technologies at all levels of public administration in education, in particular cloud technologies and working methods based on these technologies, can play a positive role in reforming various areas of educational activity. It is about ensuring the exchange of management experience, methodological materials and the implementation of effective monitoring of the educational process.

The ability of postgraduate teacher education institutions to stimulate the development and synthesize changes in information presentation is essential for the survival of the knowledge economy [10].

The creation and use of an open educational environment and its technologies is a new stage in the development of the e-learning system in postgraduate pedagogical education institutions in Ukraine. This is what contributes to the formation and implementation of public educational policy based on the principles of open education.

Open education is a state-of-the-art and flexible learning system. It is available to everyone, regardless of educational qualifications and duration of study. Open education is actively developing on the basis of formalization and transfer of knowledge, using modern information and pedagogical learning technologies [11].

Nobel laureate Albert Gore compares an open society, like an open education, with an open window through which

our future is clearly visible, in which we have to live, study, work and act [12].

According to the researcher V. Oleinik, open education is a flexible system of acquiring knowledge that will be available to everyone without analyzing his educational level [7].

The general model of open education assumes its openness in the future, the ability to use information resources, the development of the educational process [9].

As V. Sydorenko notes in his research, during the development of open content, it is necessary to take into account the following principles of open education in the context of the development of public administration in Ukraine. The principle of mass scale and accessibility allows attracting a wide range of users to training. Internationality and globalization contribute to the functioning of electronic resources not only in Ukraine, but also far beyond its borders. The principle of openness is the possibility of comfortable communication and interaction of all participants on-line and off-line. The adaptability and flexibility of open education is characterized by taking into account professional abilities and individual settings for the user. Modular structuredness and asynchrony is the principle of constructing the content and organization of the educational process. Open education is cost-effective, compared to traditional, educational results are achieved with less time and money [9].

Open education provides an opportunity to learn and improve skills remotely. Also, open education technologies contribute to the dissemination of educational materials and publications,

provides access to the theoretical base. Electronic materials will become more accessible and cheaper, and work with them will become more convenient and efficient. The possibility of collective writing of electronic publications and the exchange of digital content will significantly improve the quality of educational services, facilitate the exchange of best practices in public education management. In addition, open education is the basic management of the educational process, informs the public about the state of affairs and the effectiveness of management at different levels, contributes to the development of transparency and openness in the activities of public administration bodies in the education sector.

Abroad, the practical implementation of the principles of open education takes place with the help of open universities (mega universities).

The Open University is a distributed type of higher education institution, consisting of an administrative core and a network of training centers. The institution carries out educational activities based on a new teaching technology, new didactics and a new organization of education [11].

In 2015, within the framework of the All-Ukrainian public organization "Consortium of Postgraduate Education Institutions", the first open university of Ukraine, the Ukrainian Open University of Postgraduate Education (UKRAINIAN OPEN UNIVERSITY OF POSTGRADUATE EDUCATION), was launched as an innovative modern educational institution of the European type, which included postgraduate educational institutions and their partners in the field of education.

The University provides an opportunity to get access to advanced training courses for persons wishing to study remotely in a convenient place and at a convenient time for them, without leaving their place of work. On the basis of UKRAINIAN OPEN UNIVERSITY OF POSTGRADUATE EDUCATION there are 8 virtual departments in various areas of training. In particular, there is a virtual chair of education management, the functioning strategy of which is the development of the theoretical foundations of education management, the introduction of scientific research results into the practice of the work of public education authorities and teachers.

The study of the use of open education by institutions of postgraduate pedagogical education in Ukraine was carried out. Institutions use a wide range of open education technologies and tools. First of all, these tools include teaching materials, various platforms, learning management systems, consultations, online classes, electronic training and educational resources

(virtual laboratories), professional and social electronic networks.

The study is aimed at carrying out a comparative analysis of the number of students of distance courses and the received certificates of their completion in the 2018/2019 and 2019/2020 academic years. The analysis is aimed at observing the dynamics of user interest in distance courses over the past two academic years in the context of institutions of postgraduate pedagogical education.

A comparative analysis of the number of applications for distance courses in postgraduate pedagogical education institutions in Ukraine in the 2018/2019, 2019/2020 academic years is presented in the form of a diagram in Fig. 1.

The analysis shows that the largest number of applications (7450) for advanced training in a distance form was received by the Institute of Postgraduate Pedagogical Education of Kyiv University. B. Grinchenko in the 2019/2020 academic year. However, the number of applications increased



Fig. 1. Comparative analysis of the number of applications of students for distance courses in postgraduate pedagogical education institutions of Ukraine in 2018/2019, 2019/2020 academic years

by only 8 %. Compared with the 2018/2019 school year, to KYIV EDUCATIONAL INSTITUTION “Vinnytsia Academy of Continuing Education” in the 2019/2020 academic year, the number of applications increased 27 times. The Lviv Regional Institute of Postgraduate Pedagogical Education has been conducting courses using distance learning since 2020.

A comparative analysis of the number of applications for distance courses in postgraduate pedagogical education institutions in Ukraine in 2019 and 2020 is presented in the form of a diagram in Fig. 2.

To study the number of documents issued on advanced training in a distance form, data from institutions of postgraduate pedagogical education in Ukraine were analyzed.

A comparative analysis of the number of documents issued on advanced training in distance learning in postgraduate pedagogical education institutions in Ukraine in 2018/2019,

2019/2020 academic years is presented in the form of a diagram in Fig. 3.

An increase in the number of issued documents on advanced training is observed in the Vinnitsa Academy of Continuing Education – 19.5 times. The number of certificates issued at the Institute of Postgraduate Pedagogical Education of Kyiv University named after B. Grinchenko.

A comparative analysis of the number of documents issued on advanced training in distance learning in postgraduate pedagogical education institutions of Ukraine in 2019 and 2020 is presented in the form of a diagram in Fig. 4.

The number of certificates of advanced training issued at the Ivano-Frankivsk Regional Institute of Postgraduate Education for Teachers has increased 165 times. Also, a significant increase in the number of issued documents is observed in the Zhytomyr Regional Institute of Postgraduate Pedagogical Education (by 68 times) and at the Volyn Institute of Postgraduate

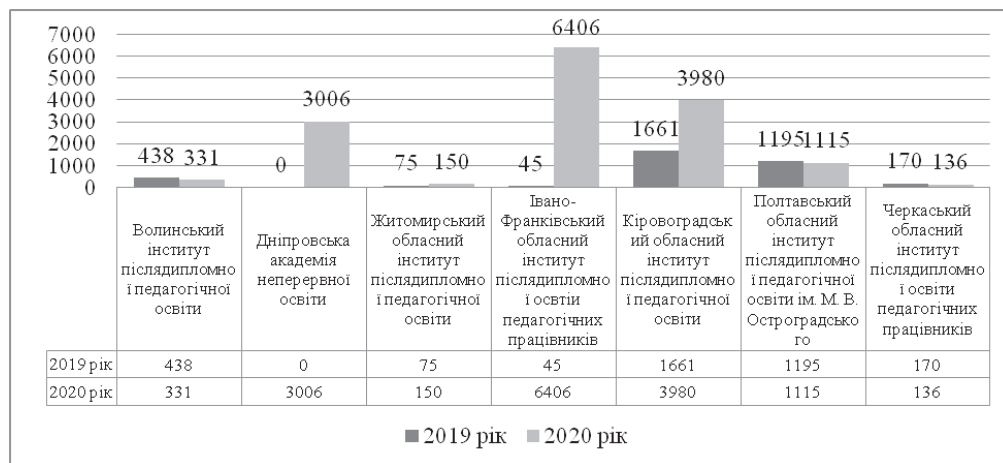


Fig. 2. Comparative analysis of the number of students' applications for distance courses in postgraduate pedagogical education institutions of Ukraine in 2019 and 2020



Fig. 3. Comparative analysis of the number of documents issued on advanced training in distance learning in postgraduate pedagogical education institutions of Ukraine in 2018/2019, 2019/2020 academic years

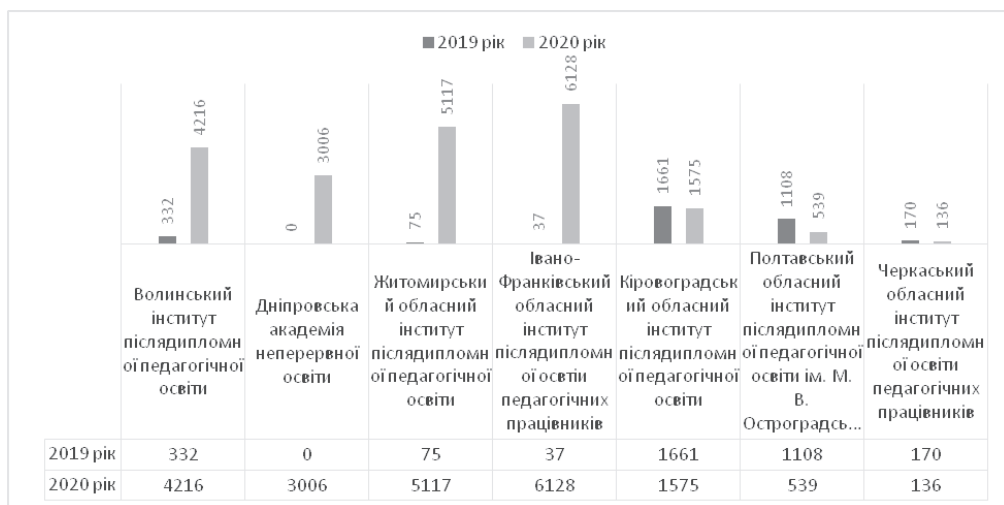


Fig. 4. Comparative analysis of the number of documents issued on advanced training in distance learning in postgraduate pedagogical education institutions of Ukraine in 2019 and 2020

Pedagogical Education (by 12 times). The number of documents issued on advanced training in a distance form at the Poltava Regional Institute of Postgraduate Pedagogical Education named after V.I. M. Ostrogradskyi.

The study revealed the active use of various forms and methods of open education, in particular distance learning. A large number of applications

in individual institutions indicates an interest in distance learning and the high-quality work of institutions directly in this direction.

The transition from the traditional to the distance (open) form of education is a complex and multifaceted process that requires public authorities to organize the proper scientific, methodological, material, technical and financial support.

The introduction of open education, despite all the benefits, carries with it certain risks and problems that must be taken into account. One of the risks is insufficiently effective methods for assessing the quality of assimilation of acquired knowledge. Although open education is being used by educational institutions, there is still a lack of user activity due to concerns about stability, duration and funding. The problem may be the weakening of the systemic nature of education due to a decrease in the degree of teaching leadership, the lack of feedback. Insufficient level of computer literacy of users can prevent the use of open education technologies. Posting educational materials, refresher courses may provoke copyright infringement. To take distance courses, you need a stable Internet connection. The problematic issue is the lack of funding for institutions and uneven material and staffing of postgraduate teacher education.

Conclusions. So, the modernization of management mechanisms is becoming an important tool for the development of education in Ukraine. Open education, as a component of the mechanism of public knowledge management, will improve the implementation of public administration, taking into account modern requirements for the content and quality of education.

In our opinion, open education is much more than an open door to the classroom. It is not just open access to scientific developments and educational materials. First of all, this is the development of education with the promotion of open technologies, open content and open knowledge. This is an opportunity to co-create, conduct joint

experiments, reflect and exchange accumulated experience, knowledge and ideas.

Analyzing the results of the study of the number of applications for passing distance training courses and issuing documents on their successful completion in institutions of postgraduate pedagogical education, we can conclude that distance learning confidently takes its positions in the educational sphere. Introducing the conduct of distance learning courses, each institution chooses its own path and model for implementing the principles of open education.

As a result of studying the risks of producing open education, it needs to be improved at the level of public administration: solving the problem of copyright protection for methodological developments, refresher courses; provision of access to the Internet, solution at the legislative level of equal financial and material support of institutions of postgraduate pedagogical education.

Improving the mechanisms of public administration of lifelong education is an urgent task for further scientific research.

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IMPLEMENTATION OF THE STATE POLICY IN THE SPHERE OF BUDGET FUNDS SERVICING IN UKRAINE BY THE TREASURY SERVICE IN THE CONDITIONS OF THE INFORMATION TECHNOLOGIES DEVELOPMENT

Abstract: The article deals with the implementation of state policy in the field of treasury servicing of budget funds in Ukraine in 2016–2020 in the development of information technology. It is noted that in recent years, many changes

have been to the current legislation that affects the transparent, effective and efficient implementation of the state policy in the field of treasury servicing of budget funds in Ukraine. In addition, assess the impact of the priority activities of the Treasury to implement the state policy in the field of treasury servicing of budget funds for 2016–2019, which are annually approved by the Ministry of Finance of Ukraine represented by the Minister of Finance of Ukraine, namely: the execution and implementation of integrated servicing of local budgets on the basis of program-target method in the budgetary process; participation in the modernization of accounting in the public sector; development and implementation of the module of the system of AS “E-Treasury” for automation of execution of court decisions; introduction of a full-fledged system of electronic document circulation of the State Treasury Service of Ukraine (hereinafter – the STSU) and its integration with the system of electronic interaction of executive authorities; introduction of a mechanism for interaction of the information and telecommunication system of the STSU with the electronic procurement system and a single web portal for the use of public funds; construction of a secure data transmission network of the Treasury information and telecommunication system and construction of a reserve data processing centre of the Treasury; introduction of the Remote Service System “Client of the Treasury – Treasury” (hereinafter – the RSS) of managers (recipients) of budget funds; introduction of a centralized model of budget revenue execution; increasing openness and transparency in the activities of the STSU by optimizing the official Web portal of the Treasury of Ukraine. The key obstacles have been identified and some proposals have been summarized to eliminate the risks of implementing the state policy in the field of treasury servicing of budget funds by the Treasury bodies.

Keywords: public policy, the State Treasury Service of Ukraine, budget funds, servicing of budget funds, perspective directions of development.

РЕАЛІЗАЦІЯ ДЕРЖАВНОЇ ПОЛІТИКИ У СФЕРІ КАЗНАЧЕЙСЬКОГО ОБСЛУГОВУВАННЯ БЮДЖЕТНИХ КОШТІВ В УКРАЇНІ В УМОВАХ РОЗВИТКУ ІНФОРМАЦІЙНИХ ТЕХНОЛОГІЙ

Анотація. Розглянуто реалізацію державної політики у сфері казначейського обслуговування бюджетних коштів в Україні в 2016–2020 рр. в умовах розвитку інформаційних технологій. Зазначено, що протягом останніх років відбувається багато змін у чинному законодавстві, які впливають на забезпечення прозорості, ефективної та результативної реалізації державної політики у сфері казначейського обслуговування бюджетних коштів в Україні. Крім того, здійснено оцінку результативності пріоритетних напрямів діяльності Казначейства з реалізації державної політики в сфері казначейського обслуговування бюджетних коштів за 2016–2019 рр., які кожного року затверджуються Міністерством фінансів України в особі Міністра фінансів України, а саме: виконання та запровадження комплексного обслуговування місцевих бюджетів на основі програмно-цільового методу в бюджетному

процесі; участь у модернізації бухгалтерського обліку в державному секторі; розробку та запровадження модуля системи АС “Е-Казна” для автоматизації виконання судових рішень; впровадження повноцінної системи електронного документообігу Державної казначейської служби України (далі – ДКСУ) та її інтеграція із системою електронної взаємодії органів виконавчої влади; впровадження механізму взаємодії інформаційно-телекомунікаційної системи ДКСУ з електронною системою закупівель та єдиним веб-порталом використання публічних коштів; побудова захищеної мережі передачі даних інформаційно-телекомунікаційної системи Казначейства та побудова резервного центру обробки даних Казначейства; запровадження системи дистанційного обслуговування “Клієнт казначейства – Казначейство” (далі – СДО) розпорядників (одержувачів) бюджетних коштів; запровадження централізованої моделі виконання дохідної частини бюджетів; підвищення відкритості та прозорості у діяльності ДКСУ шляхом оптимізації офіційного веб-порталу Казначейства України. Визначено ключові перешкоди та узагальнено ряд пропозицій щодо усунення ризиків реалізації державної політики у сфері казначейського обслуговування бюджетних коштів органами Казначейства.

Ключові слова: державна політика, Державна казначейська служба України, бюджетні кошти, обслуговування бюджетних коштів, перспективні напрями розвитку.

РЕАЛИЗАЦИЯ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ В СФЕРЕ КАЗНАЧЕЙСКОГО ОБСЛУЖИВАНИЯ БЮДЖЕТНЫХ СРЕДСТВ В УКРАИНЕ В УСЛОВИЯХ РАЗВИТИЯ ИНФОРМАЦИОННЫХ ТЕХНОЛОГИЙ

Аннотация: Рассмотрена реализация государственной политики в сфере казначейского обслуживания бюджетных средств в Украине в 2016–2020 гг. в условиях развития информационных технологий. Отмечено, что в течение последних лет происходит много изменений в действующем законодательстве, которые влияют на проведение прозрачной, эффективной и результативной реализации государственной политики в сфере казначейского обслуживания бюджетных средств в Украине. Кроме того, осуществлена оценка результативности приоритетных направлений деятельности Казначейства по реализации государственной политики в сфере казначейского обслуживания бюджетных средств в 2016–2019 гг., которые ежегодно утверждаются Министерством финансов Украины в лице Министра финансов Украины, а именно: выполнение и внедрение комплексного обслуживания местных бюджетов на основе программно-целевого метода в бюджетном процессе; участие в модернизации бухгалтерского учета в государственном секторе; разработка и внедрение модуля системы АС “Е-Казна” для автоматизации выполнения судебных решений; внедрение полноценной системы электронного документооборота Государственной казначейской службы Украины (далее – ГКСУ) и ее интеграция с системой электронного взаимодействия

органов исполнительной власти; внедрение механизма взаимодействия информационно-телекоммуникационной системы ГКСУ с электронной системой закупок и единым веб-порталом использования публичных средств; построение защищенной сети передачи данных информационно-телекоммуникационной системы Казначейства и резервного центра обработки данных Казначейства; внедрение системы дистанционного обслуживания “Клиент казначейства – Казначейство” (далее – СДО) распорядителей (получателей) бюджетных средств; введение централизованной модели выполнения доходной части бюджетов; повышение открытости и прозрачности в деятельности ГКСУ путем оптимизации официального веб-портала Казначейства Украины. Определены ключевые препятствия и обобщены предложения по устранению рисков в реализации государственной политики в сфере казначейского обслуживания бюджетных средств

Ключевые слова: государственная политика, Государственная казначейская служба Украины, бюджетные средства, обслуживание бюджетных средств, приоритетные направления развития.

Formulation of the problem: The most important factor in the stable economic development of any state is the presence of a powerful and effective system of public financial management. To ensure macroeconomic stability, the management system must provide quality services, efficiently accumulate resources and distribute them following the priorities of the state's development. In modern conditions, the bodies of the State Treasury Service of Ukraine (hereinafter – the Treasury) must transparently and effectively ensure the implementation of state policy in the field of treasury servicing of budget funds.

In recent years, there have been many changes to existing legislation, new laws and regulations are approved, which affect the provision of transparent, efficient and effective treasury servicing of budget funds, so the prospects for public policy in the field of

treasury servicing of budget funds require further research.

Analysis of recent researches and published papers. Research on the problems of ensuring the activities of the Treasury, based on the use of modern information technologies, modernization of information system of treasury servicing of budgets in Ukraine, was carried out by the following scientists namely: O. O. Butnyk, Yu. O. Holynskiy, D. A. Kovalevych, T. B. Kublikova, and E. I. Kurhanska. Theoretical and practical issues related to accounting reform in the public sector are explored in the works of V. I. Stoian, N. I. Sushko, O. Chechulina and others.

However, it is relevant and timely to study the priority directions of state policy in the field of treasury servicing of budget funds due to the constant expansion of information space of Treasury bodies, the introduction of new

technologies, ensuring reliable and secure protection of digital information well as the modernization of the processes of servicing budget funds in the Treasury bodies;

The purpose of the article. Determining the effectiveness of the implementation of state policy in the field of treasury servicing of budget funds in Ukraine by priority areas in 2016-2018 and assessment of potential risks of their implementation in 2020.

Presentation of the main research material. In Ukraine, processes of reform and transformation in terms of financial management of the country are constantly undergoing. The Treasury bodies play a rather active role in these processes as an effective participant in the implementation of state policy in the field of treasury servicing of budget funds.

Every year, the Ministry of Finance of Ukraine (hereinafter – the MFU), represented by the Minister of Finance, approves the priority directions of the State Treasury Service of Ukraine.

We will analyse the main directions of implementation of state policy in the field of treasury servicing of budget funds following the challenges of the financial system of Ukraine in terms of development and reform over the past five years.

During 2016–2018, the Treasury bodies worked in the following directions:

1. Implementation of measures to introduce a program-targeted method of execution of local budgets (hereinafter – the PTM) and the introduction of comprehensive services to local budgets based on the PTM in the budget process;

2. Participation in the modernization of accounting in the public sector through the introduction of national regulations (standards) and chart of accounts; creation of an automated system for submission of electronic reporting by managers (recipients) of budget funds and state trust funds, compiled under national regulations (standards) of accounting; consolidation of financial statements; adaptation of the accounting system of AS “E-Treasury” to the Chart of Accounts and the internal payment system of the Treasury;

3. Development and implementation of the module of the system of AS “E-Treasury” for automation of execution of court decisions;

4. Implementation of a full-fledged electronic document management system of the State Treasury Service of Ukraine (hereinafter – the STSU) and its integration with the system of electronic interaction of executive authorities;

5. Implementation of a mechanism for interaction of the information and telecommunication system of the STSU with the electronic procurement system and a single web portal for the use of public funds;

6. Construction of a secure data transmission network of the Treasury information and telecommunication system and construction of a reserve data processing centre of the Treasury;

7. Full-scale introduction of the remote service system “Client of the Treasury – Treasury” (hereinafter – the RSS) of managers (recipients) of budget funds;

8. Introduction of a centralized model of budget revenue execution;

9. Increasing openness and transparency in the activities of the STSU by optimizing the official Web portal of the Treasury of Ukraine [1].

It should be emphasized that almost all measures have been implemented. From 2016 to 2018, there was a process of implementation, refinement and modernization of software, through which the implementation of state policy in the field of treasury servicing of budget funds.

We consider the effectiveness of the implementation of each of the above directions, namely:

Implementation of the PTM provided an opportunity to ensure the followings: transparency of the budget process; a clear definition of goals and objectives; increasing the level of control over the efficiency and effectiveness of budget programs; strengthening the responsibility of the chief administrator of budget funds for the formation and implementation of budget programs; and medium-term planning [2];

Implementation of the project on the creation of a system of electronic reporting by managers (recipients) of budget funds and state trust funds (hereinafter – AS “E-Reporting”) allowed the followings: to introduce uniform standards for reporting by public sector entities; submit reports via the Internet; ensure the paperless exchange of reporting data; perform automatic analysis and verification of reporting; create an archive of financial and budgetary reporting; reduce the time of submission and consolidation of reports, and check the reporting at the stage of formation and sending;

Introduction of a module for working with the register of court deci-

sions in terms of execution of court decisions allowed to achieve the following positive results: registration of court decisions in the program; establishing and tracking the status of a court decision in the process of execution; establishing the order of execution of the court decision; formation of registers for payment and protocols for checking the completion of details on the execution of court decisions; removal from the register of executed or suspended court decisions; automatic formation for the execution of court decisions based on registers for execution; payment in the system of the formed payment documents with imposing of the qualified electronic signature (hereinafter – the QES) [3];

Use of a centralized electronic document management system provides the following opportunities: creation of a single information environment; minimization of paper document circulation of the Treasury and its territorial bodies; use of the QES when using electronic document management; centralized storage and archiving of electronic document management data; tracking the movement of documents at all stages of the life cycle; and reduction of terms of preparation and coordination of documents;

Introduction of the mechanism of interaction of the information and telecommunication system of the STSU with the electronic procurement system and the single web portal for the use of public funds took place in the following part: adaptation of the main accounting systems of the Treasury to the single web portal; completion of the centralized information repository of the Treasury; automation of consolidation of

payment transactions to the centralized information storage of the Treasury; and setting up a secure channel for transferring payment transactions to the Ministry of Finance of Ukraine;

The Treasury has built a secure data transmission network and built a Treasury Backup Data Centre, which eliminates the possibility of interference by unauthorized entities in the Treasury system and storage;

Introduction of the RSS of managers (recipients) of budgetary means provides: economy of working hours for preparation and delivery of documents to bodies of the Treasury; reducing the flow of incoming and outgoing documents in paper form; acceleration of information processing; reducing the number of technical errors in documents; have real-time access to registration accounts and information on the status of settlements. Today, the RSS covers almost the entire list of budget operations and provides a fairly high level of information protection and security of financial flows of the state [2];

Introduction of the centralized model of execution of the revenue part of budgets has the following advantages: the opening of all revenue accounts on the centralized Interbranch Turnover (hereinafter – the IBT) of the Treasury and their administration on a uniform technological platform; reduction of costs for the maintenance of territorial information processing sites; speeding up the passage and accounting of payments; ability to make management decisions in real-time; integration with the accounting systems of the State Fiscal Service of Ukraine (Taxpayer's e-Cabinet); increasing the

protection of information in the internal payment system of the Treasury [3];

The Treasury has developed and implemented a new Treasury Web Portal, using modern information technology, which provides uninterrupted and convenient access via the Internet to the public information published on the web portal, as well as access from mobile devices [4].

In 2019, the process of centralization of information resources of the Treasury began and from 01.01.2020 the software and hardware set CryptoRDC Accredited Key Certification Centre was put into operation by acquiring the status of a qualified provider of electronic trust services. The advantages of this software and hardware are that the new key encryption system meets international standards.

The Treasury Accredited Key Certification Centre is a qualified provider of electronic trust services to representatives of public authorities, local governments, enterprises, institutions and organizations that are clients of the Treasury free of charge. The scope of application of a qualified electronic signature is the internal payment system of the Treasury; the RSS; a system of electronic interaction of executive bodies; a single state register of declarations of persons authorized to perform the functions of the state or local self-government; PROZORRO Public Procurement System; a portal of electronic services of the Retirement Fund of Ukraine; and integration service with the Ministry of Finance of Ukraine and the State Fiscal Service [4].

An innovative project of the Treasury in 2019 was a project to optimize the number of participants in the Elec-

tronic Payment System of the National Bank of Ukraine (hereinafter – the EPS NBU) as territorial bodies of the Treasury, by further centralization of information resources of the Treasury. Within the framework of this project, pilot regions (oblasts) were identified, namely: Dnipropetrovsk, Donetsk, Zhytomyr, Kyiv and Luhansk, which starting from 01.01.2019 opened expenditure accounts of managers (recipients) of local budgets on the balance of the Central Office of the Treasury and from 06.07. 2019 of all local budgets of Lviv Oblast. After the implementation of measures to centralize the pilot regions, the number of participants in the NBU EPS was optimized by excluding them from the list of participants. Since 01.01.2020, the centralized model of treasury servicing at the expense of local budgets has been introduced in all regions.

The advantages of implementing this project were as follows:

Centralized opening of all expenditure accounts of managers (recipients) of budget funds of local budgets and their administration on a single technological platform;

Optimization of accounting and payment processes;

Reducing the number of participants in the EPS NBU as territorial bodies of the Treasury;

Reduction of costs for the maintenance of territorial platforms for information processing [5].

To implement the measures to implement the Strategy for Reforming the Public Financial Management System for 2017-2020 and the Strategy for Modernization of the Accounting and Financial Reporting System in the

Public Sector for the period up to 2025, the Treasury has created a system of electronic reporting by managers (recipients) of budget funds and state target funds (hereinafter – AS “E-Reporting”), using which, starting from the report for the 1st half of 2018, financial and consolidated financial statements on the implementation of state and local budgets. As of 01.01.2020, 124,169 users were registered in the AS “E-Reporting” and created 52,418 electronic cabinets for Treasury clients, including 8,320 – for managers (recipients) of budget funds and other clients of the state budget; 44, 013 – for managers (recipients) of budget funds and other clients of local budgets; 85 – for institutions of state trust funds. Also, as part of the implementation of the above Strategies, the Treasury and its territorial bodies from 01.01.2020 moved to account for the implementation of state and local budgets under the Chart of Accounts in the public sector. The Chart of Accounts provides the following advantages: it is a tool for harmonizing the public sector accounting system operating in Ukraine; a reflection of transactions by the cash method of accruals, preparation of financial statements following the requirements of international standards; a reflection of specific operations of the Treasury (payment and budget function), as well as all operations through the correspondence of accounts separately for budget execution and budget execution; the possibility of use by all public sector entities and the preparation of consolidated financial statements of the public sector [5].

Against the background of the significance and prospects of all innova-

tive projects of the Treasury, the main obstacles to their implementation appeared. This is too weak material and technical base of Treasury bodies (morally worn-out equipment, lack of funds for support and maintenance of equipment, etc.); weak communication channels, low pay for Treasury employees, which increases the risk of increasing the turnover of experienced personnel.

In 2020, the Minister of Finance of Ukraine approved four priority directions of the STSU.

The first direction is the treasury service of clients with the use of electronic services of the Treasury, including the RSS “Client of the Treasury – Treasury” and the system of electronic reporting of AS “E-Reporting”. In this area, it is necessary to develop and implement a separate module RSS “Client of the Treasury – Treasury” to fully automate the interaction with the administrator of taxes and fees in terms of return of erroneously or excessively credited payments.

But today, there are risks to implement this direction, which are associated with insufficient funding for these activities, insufficient level of logistics, as well as the turnover of specialists in the field of information technology in the Treasury bodies.

The second direction is the process of modernization of the accounting system in the public sector (consolidation of financial statements on the general property status and performance of public sector entities and budgets, the application of the Chart of Accounts in the public sector) [1].

This is a fairly complex process that requires the development and submission of proposals to the MFU to

improve regulations in terms of modernizing the accounting system in the public sector and methodological issues of using the software in reporting, so there may arise the questions about the timely adoption of changes to legislation, improving software, that is, limited time.

The third direction is the introduction of a single account for the payment of taxes and fees, a single contribution to the obligatory state social insurance. In this direction, it is necessary to develop draft laws and regulations on the functioning of the single account, to finalize the relevant software packages to ensure electronic interaction of the Treasury with other bodies that control the collection of budget revenues, in terms of returning from the budget funds mistakenly and/or overly credited.

A serious problem in the implementation of this direction may be the late development and adoption of regulations, lack of financial resources to cover the costs of developing software and hardware updates, insufficient level of technical support. Unfortunately, these are problems that need to be resolved today.

The fourth is the continuation of the introduction of information interaction between the electronic procurement system, a single web portal for the use of public funds and the information system of the Treasury [1].

In the fourth direction by Order of the Ministry Economic Development and Trade of Ukraine, Ministry of Finance of Ukraine No. 149/44 dated 04.02.2019 approved the Procedure for Information Interaction between the Electronic Procurement System, a

single web portal for the use of public funds and the information system of the State Treasury Service of Ukraine (hereinafter – the Procedure). In pursuance of the Procedure, the relevant Exchange Information Protocol between the Electronic Procurement System and the Treasury Information System was approved.

Information interaction provides using the means of the National System confidential communication receiving from the Electronic Procurement System of the information concerning the followings: The Annual Plan of Purchases and Changes to it; Procurement Agreement and Changes to it indicating the unique procurement identifier; Report on the Procurement Procedure Results.

The introduction of this direction will allow optimizing information flows and combining information from the Electronic Procurement System with the accounting system of the Treasury of the AS “E-Treasury”.

But there are some risks in implementing this direction. Insufficient security of communication channels can lead to information theft and interference in the system of cybercriminals, which in turn can lead to distortion of available data. The lack of unified approaches to filling the system leads to inconsistencies in the data, which violates the integrity of information. The lack of unified qualified electronic signatures forces employees to obtain several types of signatures to access certain parts of the system.

Conclusions and prospects for further researches. The study of prospects for the development of state policy in the field of treasury servicing of

budget funds allows us to conclude that for many years the financial system has been in a constant process of development, which is due to modernizing and introducing the latest technologies in the Treasury bodies.

The introduction of new projects, services, processes, software and hardware sets provides a large number of advantages in the implementation of state policy in the field of Treasury servicing of budget funds, but there are also threats of late implementation of all planned development directions, due to insufficient funding for the development of the material and technical base, low remuneration for Treasury employees, which increases the risk of increasing staff turnover

It should be noted that further research is required to minimize threats to the prospects for the development of the implementation of state policy in the field of Treasury servicing of budget funds.

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THE OVERVIEW OF SCIENTIFIC SOURCES ON ASPECT OF FUNCTIONING OF THE SYSTEM OF CHECK AND BALANCES IN UKRAINE

Abstract. The development of scientific theory and practice of applying the constitutional foundations of the functioning of the institutions of the state power gives the system of checks and balances a key role in the formation of a coherent and constructive public policy. The researches conducted in the field of public administration, constitutional construction and political theory has shown the gradual and inevitable introduction of a system of checks and balances at different levels of the government in the state.

The main directions of the theoretical researches of the idea of checks and balances are allocated in the article, actual and perspective positions of scientists on the chosen problems are singled out. The significance and direction of the work related to the issue of coordinated, controlled and interconnected work in the government institutions of the state are formulated. Conclusions on the review were made and proposals for further exploration in the processing of this issue were formulated.

In today's conditions, the problem of scientific substantiation and legislative consolidation of the mechanisms for implementing the idea of checks and balan-

ces does not lose its relevance, but on the contrary, requires effective, efficient and fruitful work in the direction of constitutional, legislative, institutional changes and developments. The forms of interaction and mutual control, the scope of powers and activities of the state institutions are not stable, so the theory of establishing a democratic system of checks and balances must constantly develop the current aspects and facets of the domestic statehood.

Reviewing key, fundamental and diverse positions that reveal the essence and content of the system of checks and balances will contribute to further improvement of the public administration, the formation of the civil society and the rule of law, democracy, practical application of the principle of separation of powers in Ukraine.

Keywords: system of checks and balances, separation of powers, democracy.

ОГЛЯД НАУКОВИХ ДЖЕРЕЛ З ПИТАНЬ ФУНКЦІОНУВАННЯ СИСТЕМИ СТРИМУВАНЬ І ПРОТИВАГ В УКРАЇНІ

Анотація. Викладено розвиток наукової теорії та практики застосування конституційних основ функціонування інститутів державної влади, що приділяє системі стримувань та противаг ключову роль у формуванні злагодженої та конструктивної державної політики. Дослідження, проведені у сфері державного управління, конституційного будівництва та політичної теорії, засвідчили поступовість та невідворотність впровадження системи стримувань і противаг на різних рівнях організації влади у державі.

Виділено основні напрями теоретичних досліджень ідеї стримувань і противаг, актуальні та перспективні позиції науковців з обраної проблематики. Сформульовано значення та спрямованість робіт, які стосуються питання проведення злагодженої, контрольованої та взаємопов'язаної роботи у владних інституціях держави. Зроблено висновки з приводу проведеного огляду та сформульовано пропозиції з подальших розвідок в опрацюванні вказаного питання.

В умовах сьогодення проблема наукового обґрунтування та законодавчого закріплення механізмів реалізації ідеї стримувань і противаг не втрачає своєї актуальності, а навпаки, вимагає дієвої, ефективної та плідної роботи у напрямках конституційних, законодавчих, інституційних перетворень і напрацювань. Форми взаємодії та взаємоконтролю, обсяг повноважень і напрями діяльності інституцій державної влади не є сталими, тому теорія щодо налагодження демократичної системи стримувань і противаг повинна постійно розвивати актуальні аспекти та грані вітчизняного державотворення.

Проведення огляду ключових, фундаментальних і різнопланових позицій, які розкривають сутність та зміст системи стримувань і противаг, сприятиме подальшому вдосконаленню публічного управління, формуванню громадянського суспільства та правової держави, поширенню демократії, практичному застосуванню принципу поділу влади в Україні.

Ключові слова: система стримувань і противаг, поділ влади, демократія.

ОБЗОР НАУЧНОЙ ЛИТЕРАТУРЫ ПО ВОПРОСАМ ФУНКЦИОНИРОВАНИЯ СИСТЕМЫ ПРЕПЯТСТВИЙ И ПРОТИВОВЕСОВ В УКРАИНЕ

Аннотация. Изложено развитие научной теории и практики применения конституционных основ функционирования институтов государственной власти, что выделяет систему препятствий и противовесов как ключевую роль в формировании слаженной и конструктивной государственной политики. Исследования, проведенные в сфере государственного управления, конституционного строительства и политической теории, показали постепенность и неотвратимость внедрения системы препятствий и противовесов на различных уровнях организации власти в государстве.

Выделены основные направления теоретических исследований идеи препятствий и противовесов, актуальные и перспективные позиции ученых по выбранной проблематике. Сформулировано значение и направленность работ, касающихся вопроса проведения согласованной, контролируемой и взаимосвязанной работы во властных институтах государства. Сделаны выводы по поводу проведенного осмотра и сформулированы предложения по дальнейшей работе в разработке указанного вопроса.

В современных условиях проблема научного обоснования и законодательного закрепления механизмов реализации идеи препятствий и противовесов не теряет своей актуальности, а наоборот, требует действенной, эффективной и плодотворной работы в направлениях конституционных, законодательных, институциональных преобразований и наработок. Формы взаимодействия и взаимоконтроля, объем полномочий и направления деятельности институтов государственной власти не являются постоянными, поэтому теория по налаживанию демократической системы сдержек и противовесов должно постоянно развивать актуальные аспекты и грани отечественного государства.

Проведение анализа ключевых, фундаментальных и разноплановых позиций, раскрывающих сущность и содержание системы препятствий и противовесов, будет способствовать дальнейшему совершенствованию публичного управления, формированию гражданского общества и правового государства, распространению демократии, практическому применению принципа разделения властей в Украине.

Ключевые слова: система сдержек и противовесов, разделение властей, демократия.

Formulation of the problem. The development of scientific positions on the organization of power in the country, the introduction of the institutions of the civil society and the rule of law contributed to the creation of a fundamental basis for ensuring and streamlining the activities of the legislative, executive and judicial branches. In order to achieve significant changes in

the development of the constitutional provisions on the separation of powers, it is advisable to generalize and specify the research that through the prism of the idea of mutual checks and balances explains the algorithms for ensuring the rule of law, responsibility and legality in Ukraine.

The lack of a clear list of theoretical developments in the context of the development of the mechanism of checks and balances does not allow to look carefully and constructively at one of the most pressing problems of democracy and develop a consistent plan to adapt the best achievements of the domestic scientific thought.

With the formation of an effective state policy, the review of scientific sources related to the balanced distribution of power and the implementation of the idea of mutual checks and balances is becoming important and requires a comprehensive and complex analysis.

Analysis of researches and publications. This issue has become the object of study of many domestic scientists, in particular, V. M. Shapoval, N. M. Zhuk, O. N. Yevtushenko, V. F. Pohorilka, A. O. Selivanova, Yu. M. Todyka and others. The work of these researchers concerned the theoretical generalizations of the issue of ensuring the functioning of the system of separation of powers and the mechanism of checks and balances.

At the same time, the provision of a comprehensive description of the sources of the subject, taking into account current researches and publications, has not been carried out so far. In view of this, the conducted research does not fully reveal the current aspects of the

theoretical justification of the problem of ensuring the interdependent work of the authorities in Ukraine.

The purpose of the article is to review the theoretical developments related to the functioning of the system of checks and balances in Ukraine. To achieve this goal, we propose to perform the following **tasks**: 1) to determine the key areas of research of this issue by domestic scientists; 2) to characterize scientific positions and works that concern the idea of checks and balances; 3) to summarize the results of the study and provide suggestions for further research.

Presentation of the main material.

The theoretical vision of building a system of the state power and a mechanism of checks and balances is based on fundamental research of the historical, political, administration aspects of the development of the model of organization of power in Ukraine.

It should be noted that this issue in scientific circles has received a lot of attention: the phenomenon of separation of powers and the system of its balance were considered in the framework of dissertation research, lecture materials, scientific articles, conferences, round tables, etc. Of course, many manuals, monographs, periodicals touched on the distribution of power and the mechanism of checks and balances, exploring their relationship with the theory of public administration, the peculiarities of domestic and foreign policy, the formation of constitutional foundations of the society, the establishment of the vector of democratic development.

In our opinion, the most significant scientific sources that raise the out-

lined issue relate to such areas as constitutional construction, development of the political system, the functioning of democracy, public relations, international experience.

The study of the basics of providing a system of checks and balances, enshrined in the Constitution of Ukraine, was successfully performed by V. M. Shapoval, L. M. Sylenko, who made a significant contribution to a proper understanding of the constitutional aspects of the regulation of the process of mutual checks in the work of the authorities in Ukraine.

Thus, V. M. Shapoval rightly pointed out that the primary purpose of consolidating the separation of powers in the Constitution of Ukraine was to declare the intention to radically change the principles of organization of the state mechanism and at the same time create a legal basis for such changes [1, p. 33].

The scientist's contribution is to work out the basic principles of the legislative proclamation of the idea of separation of powers and the basis of checks and balances from the standpoint of the Basic Law of the state. The researcher raises the question of the role of the president of the state, legislative, executive and judicial authorities in achieving the effectiveness of state power, linking the development of a system of checks and balances with the theory and practice of constitutionalism.

L. M. Sylenko in his dissertation research "Constitutional foundations of the system of checks and balances as a means of organization and functioning of the state power in Ukraine" [2] focuses on the interaction of the structural elements of the system of checks

and balances in accordance with the Constitution.

The author conducts a thorough analytical study of the provisions of the Basic Law in the context of the interdependence and coherence of actions, work and interaction of the structural components of the mechanism of power in the state.

The development of the idea of checks and balances in the political system of the state formed the basis of research N. A. Zhuk, N. V. Haidaenko, L. P. Priymak, O. V. Radchenko.

In the fundamental study of modernity "Parliament, President, Government: through mutual checks to balance" N. A. Zhuk highlighted extremely important aspects of the interaction between the institutions of the president, legislative, executive and judicial authorities in accordance with the constitutional principle of separation of powers [3, p. 4].

The author raises the question of the need to achieve understanding and cooperation between the branches of the government in order to find optimal and balanced solutions, achieve political consensus, and continue democratic transformations.

Analyzing the mechanism of consolidation of the political regime under the influence of checks and balances, L. P. Priymak critically notes that the permanent aggravation of the parliamentary-governmental crisis during the years of independence, which at the present stage has grown into a systemic political crisis, shows that an effective mechanism for the functioning of this system has not been formed [4, p. 127].

From the content of this study it follows that the system of checks and

balances is an indicator of the political situation in the country, and the development of this institution – an element of achieving stability of the political system.

O. V. Radchenko considers the system of checks and balances as a value imperative of the Ukrainian politics, as a factor of political stability and balance [5, p. 69].

The study of the system of checks and balances as a factor in the functioning of the political sphere reveals the importance of this mechanism for preventing political conflicts, imbalances in the Ukrainian authorities.

Interesting in the political aspect of the development of the system of checks and balances is the work of N. V. Haidaenko “System of checks and balances in the modern democracies”, which covers the organization of building models of power in the modern democracies, taking into account the institution of checks and balances [6, p. 1].

The analysis shows that at different levels of the government there are characteristic manifestations of the functioning of the elements of balancing the work of the state institutions, which requires further work to identify ways to improve administration at each level of the government.

One of the most justified and relevant positions that characterize the role of the idea of balance and equilibrium in the organization of the state power is the development of democratic values.

The emphasis on the role of the system of checks and balances in the formation of the modern foundations of democracy was determined by such

researchers as V. A. Shatilo, H. Yu. Zabavska.

The scientist V. A. Shatilo rightly pointed out that the problem of further development of the democratic principles of organization of an effective system of state power, prevention of its imbalance, prevention of systemic political crisis due to confrontation between higher authorities remains the main issue of the state building and development of the developed society [7, p. 41].

Indeed, today the achievement of parity and mutual control in the work of the mechanism of the state power is a priority for the development of the public administration relations, which affects the development of democratic traditions and values, the establishment of the rule of law and civil society.

H. Yu. Zabavska considers the system of checks and balances as an attribute of democracy and proves that it is a multidimensional institution [8, p. 27].

It should be noted that adherence to democratic and legal principles is a requirement of the modern administrative, political and social transformations.

The elaboration of the question of state-administrative relations, which arise and develop in combination with the idea of checks and balances, formed the basis of the theoretical substantiations of V. A. Rebkal, M. M. Lohunova, V. A. Shakhov, V. V. Obraztsova and others.

The scientific and methodological recommendations “System of checks and balances in the field of public administration relations” edited by V. A. Rebkal, M. M. Lohunova, V. A. Shakhov [9] detailed the position

on deepening the processes of democratization of the public administration relations in connection with the application of mechanisms for balancing the state powers.

The scholars reveal the idea of applying the mechanism of checks and balances in the administration sphere in order to ensure an open and democratic public policy, which is a justified direction towards the Europeanization of the public administration in Ukraine.

Considering this issue, V. V. Obraztsova says that the resolution of political conflicts in the field of public administration relations directly depends on the effectiveness of the system of checks and balances [10, p. 109].

In other words, the system of power relations, which is based on the principles of separation of powers and is accompanied by the use of models of checks and balances, must respond in a timely, accurate and effective manner to negative trends in administration interaction.

The issue of application and research of the international experience is convincingly analyzed by K. O. Zakomorna, N. M. Zhelykh, O. V. Khomenko.

Thus, addressing the foundations of the constitutional law of the foreign countries, K. O. Zakomorna considers the manifestations of the system of checks and balances in the countries with a republican form of government [11, p. 12].

Aspects of consolidation in the mechanism of power of the foreign states, questions of distribution of the powers and structural elements of algorithm of their interaction are separately opened.

N. M. Zhelykh in his work raises the issue of foreign experience of interaction between the authorities depending on the political system and the form of government [12, p. 2].

Undoubtedly, the study of foreign models and key components of the state power, international instruments for the adaptation of the system of checks and balances contributes to the improvement and modernization of the domestic legal system.

Taking into account the fundamental and purposeful nature of the American experience of implementing progressive democratic provisions concerning the separation of powers, the use of the system of checks, O. V. Khomenko analyzes the doctrinal provisions of the separation of powers in the USA.

Studying the practical experience of a foreign country allowed the researcher to conclude that the balance of branches of the government does not remain stable, it changes periodically due to rivalry between the branches of the government; it is necessary to provide a system of checks and balances both horizontally (between the branches of the government) and vertically (between higher and lower authorities) [13, p. 410].

We agree that only a comprehensive and consistent approach to the use of instruments of constitutional separation of powers can turn the idea of checks and balances into an effective tool for achieving coherence and interaction in the public administration at different levels of the government.

Conclusions. The review of theoretical aspects of the system of checks and balances showed that this issue is

still relevant and is important in the context of implementing the constitutional principles and principles of the public administration, adaptation of the international experience and the establishment of democratic values. The diversity of research on issues related to the coordinated and mutually controlled work of the government institutions allows for a deeper consideration of the political, administration and legal nature of this phenomenon, to form a modern approach to understanding the transparent and fair distribution of powers in the public administration relations.

Further research in this area should relate not only to the outlined areas, but also to justify the current positions and conditions in which the system of checks and balances is developing today. First of all, it concerns the processes of overcoming the crisis, decentralization, reform of the judicial and law enforcement systems, land relations, domestic and foreign policy of Ukraine.

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HISTORY AND PROSPECTS OF SCIENTIFIC RESEARCH DEVELOPMENT AND THE INTRODUCTION OF MECHANISM FOR APPEALING SERVICE ACTIVITIES PUBLIC AUTHORITIES IN UKRAINE

Abstract. The article analyzes some aspects of the formation and development of mechanisms for appealing the provision of services by public authorities in Ukraine. The prospects for scientific research and the implementation of its results in the process of decision-making in public management and legal regulation of the state service policy are outlined. The main stages of development and the introduction of scientific achievements and developments into the mechanisms for appealing the results of service activities of public authorities have been determining. It has established that the influence exerted by consumers of services on their quality is, in most cases, formal and declarative and in no way ensures

the existence of an effective negative hyper loop in the management system. It has proven that the regulatory and legal framework in this area, which is the basis for the effective operation of public authorities in Ukraine, currently unbalanced and does not comply with international norms and standards ratified by Ukraine.

The analysis of scientific research in the field of developing tools for practical influence on the results of the implementation of the state's service policy, historical development and conducted scientific research in the application of mechanisms for appealing the service activities of public authorities, as well as ways to improve their practical implementation.

The author emphasizes that the construction of a modern system of control over the result of making and implementing management decisions by civil society requires modernization, which is directed by its development vector towards the digitalization of public administration and the active use of information and communication technologies in accordance with world standards and international legal acts, most of which have ratified by Ukraine.

For this, the only criterion for measuring the effectiveness of this activity should be the result that is obtained as a result of its implementation, and the fulfillment of accepted norms in this and other areas, and the establishment of effective control over this process by civil society. As a conclusion, the author argues that, at this stage of building a democratic state of Ukraine, built on human-centered principles, and responding to the challenge of civil society, it is imperative to inspect outdated norms and rules in this area with subsequent harmonization and bringing them in line with the above principles and needs, for the subsequent creation on this basis of highly effective algorithms of actions in the field of mechanisms for appealing the service activities of public authorities.

Keywords: service activities, public authorities, information and communication technologies, appeal mechanisms, administrative procedure, management services, civil society.

ІСТОРИЯ ТА ПЕРСПЕКТИВИ РОЗВИТКУ НАУКОВИХ ДОСЛІДЖЕНЬ І ВПРОВАДЖЕННЯ МЕХАНІЗМІВ ОСКАРЖЕННЯ СЕРВІСНОЇ ДІЯЛЬНОСТІ ОРГАНІВ ПУБЛІЧНОЇ ВЛАДИ В УКРАЇНІ

Анотація. Викладено деякі аспекти процесу становлення та розвитку механізмів оскарження надання сервісних послуг органами публічної влади в Україні. Намічено перспективи проведення наукових досліджень і впровадження їх результатів в управлінські рішення і нормативно-правове регулювання сервісної політики держави. Визначено основні етапи розвитку та впровадження наукових досягнень і розробок в механізми оскарження результатів сервісної діяльності органів публічної влади. Встановлено, що вплив, який чиниться споживачами сервісних послуг на їх якість, у більшості випадків має формальний і декларативний характер, і жодним чином не забезпечує існування ефективної петлі негативного зворотного зв'язку в

системі управління. Доведено, що нормативно-правова база в цій сфері, яка є основою для ефективної діяльності органів публічної влади в Україні, в даний час є незбалансованою і не відповідає міжнародним нормам і стандартам, ратифікованим Україною.

Проаналізовано наукові дослідження у сфері розроблення інструментів практичного впливу на результати реалізації сервісної політики держави, історичного розвитку і проведених наукових досліджень щодо застосування механізмів оскарження сервісної діяльності органів публічної влади, а також шляхів удосконалення їх практичної реалізації.

Побудова сучасної системи контролю за результатом прийняття і реалізації управлінських рішень з боку громадянського суспільства потребує осучаснення, яке спрямоване своїм вектором розвитку в бік цифровізації публічного управління та активного використання при цьому інформаційно-комунікативних технологій відповідно до світових стандартів і міжнародно-правових актів, більшість з яких ратифіковані Україною. Для цього єдиним критерієм для вимірювання ефективності цієї діяльності має стати результат, який отримано унаслідок її здійснення, і виконання прийнятих норм у цій та інших сферах і встановлення дієвого контролю над цим процесом з боку громадянського суспільства. Як висновок, стверджується, що на даному етапі будівництва демократичної держави Україна побудована на людино-орієнтованих принципах. Реагуючи на виклик громадянського суспільства, нагальною потребою є проведення інспектування застарілих норм і правил у цій сфері з подальшою гармонізацією та приведення їх відповідно до зазначених вище принципів і потреб, для створення на цій основі високоефективних алгоритмів дій у сфері використання механізмів оскарження сервісної діяльності органів публічної влади.

Ключові слова: сервісна діяльність, органи публічного управління, механізми оскарження, адміністративна процедура, управлінські послуги, громадянське суспільство, алгоритм дій.

ИСТОРИЯ И ПЕРСПЕКТИВЫ РАЗВИТИЯ НАУЧНЫХ ИССЛЕДОВАНИЙ И ВНЕДРЕНИЯ МЕХАНИЗМОВ ОБЖАЛОВАНИЯ СЕРВИСНОЙ ДЕЯТЕЛЬНОСТИ ОРГАНОВ ПУБЛИЧНОЙ ВЛАСТИ В УКРАИНЕ

Аннотация. Изложены некоторые аспекты процесса становления и развития механизмов обжалования предоставления услуг органами публичной власти в Украине. Намечены перспективы проведения научных изысканий и внедрение их результатов в управленческие решения и нормативно-правовое регулирование сервисной политики государства. Определены основные этапы развития и внедрение научных достижений и разработок в механизмы обжалования результатов сервисной деятельности органов публичной власти. Установлено, что влияние, оказываемое потребителями сервисных услуг на их качество, в большинстве случаев имеет формальный и декларативный характер, и никоим образом не обеспечи-

вает существования эффективной петли отрицательной обратной связи в системе управления. Доказано, что нормативно-правовая база в этой сфере, которая является основой для эффективной деятельности органов публичной власти в Украине, в настоящее время является несбалансированной и не соответствует международным нормам и стандартам, ратифицированным Украиной.

Проанализированы научные исследования в области разработки инструментов практического влияния на результаты реализации сервисной политики государства, исторического развития и проведенных научных изысканий в сфере применения механизмов обжалования сервисной деятельности органов публичной власти, а также путей совершенствования их практической реализации.

Построение современной системы контроля за результатом принятия и реализации управленческих решений со стороны гражданского общества требует осовременивания, которое направлено своим вектором развития в сторону цифровизации публичного управления и активного использования при этом информационно-коммуникативных технологий в соответствии с мировыми стандартами и международно-правовыми актами, большинство из которых ратифицированы Украиной. Для этого единственным критерием для измерения эффективности этой деятельности должен стать результат, который получен в результате ее осуществления, и выполнения принятых норм в этой и других сферах и установление действенного контроля над этим процессом со стороны гражданского общества. Как заключение, утверждается, что на данном этапе строительства демократического государства Украина построена на человеко-ориентированных принципах. Реагируя на вызов гражданского общества, насущной необходимостью является проведение инспектирования устаревших норм и правил в данной сфере с последующей гармонизацией и приведением их в соответствие с указанными выше принципами и потребностями для последующего создания на этой основе высокоэффективных алгоритмов действий в сфере механизмов обжалования сервисной деятельности органов публичной власти.

Ключевые слова: сервисная деятельность, органы публичного управления, информационно-коммуникационные технологии, механизмы обжалования, административная процедура, управленческие услуги, гражданское общество.

Formulation of the problem. Implementation in Ukraine in practice of the evolutionary stage of the classical theory of public administration — good governance after the stages of pub-

lic administration (PAS model), new public management (NPG model) and new public governance (NPG model) requires appropriate legal regulation and the use of digital tools during its

implementation. The introduction of information and communication technologies in the activities of public authorities at a rapid pace in the world is leading to the digitalization of public administration. Such activities must be scientifically substantiated and regulated by law. The stage of digitalization was preceded by the stages of informatization of public administration and e-government.

The interaction between the public authorities and civil society and the individual citizen in particular is constantly changing and improving, which, of course, is part of modern civilization. Service-oriented state policy in ensuring the interaction of the state and the citizen needs technological support in the direction of modernization. The influence of a citizen on the process of making and implementing management decisions should acquire not a declarative status, but a real legal and technological mechanism for appealing a decision or administrative service provided by public authorities through the digitalization of public administration. The issue of administrative legal appeal of management services, as well as the development of service policy of the state and e-government are covered by many domestic scholars in recent times.

However, in our opinion, in addition to extensive scientific research on these topics, it is the disclosure of the direction of appeal against the results of service activities of public authorities that has not yet been given sufficient attention.

Analysis of the recent research and publications. Considering a cross-sectoral and multi-faceted approach to the issue of resolving and determining

the effectiveness of complaint mechanisms and the performance of public authorities, it is necessary to identify the main ones in the field of public administration, administrative law, judicial review and pre-trial settlement of disputes, both the provision of administrative services and other performance results of these entities.

For the purpose of convenient division and conditional classification of scientific researches of scientists on the chosen subject they should be divided into directions of development of separate directions of the chosen theme:

1) Scientific researchers are devoted to scientific and theoretical substantiation of legal bases of maintenance of service activity of public authorities: V. Bakumenka, R. Bojko, Ye. Borodina, T. Burenko, Yu. Danshynoyi, S. Dembyczkoyi, V. Dreshpaka, N. Goncharuk, N. Grycyak, A. Kalyayeva, O. Kuchabskogo, A. Lipenceva, V. Myxajlyshyna, O. Morozovoyi, L. Prokopenka;

2) Theoretical research on the scientific problems of providing administrative services have been covering in the works of such scientists as: L. Akimova, K. Afanas'jev, S. Baranov, V. Beschastnyj, O. Buhanevych, N. Vasyl'jeva, D. Vlasenko, V. Gorohol's'kyj, I. Golosnichenko, O. Gunenkova, I. Drozdova, K. Dubych, O. Duhnevych, E. Zhenesku, O. Ivashhenko, Ju. Ishhenko, R. Kaljuzhnyj, V. Kolpakov, S. Kivalov, I. Koliushko, Je. Legeza, S. Levchuk, A. Lys, D. Luchenko, M. Ostrah, Ja. Myhajljuk, V. Pet'ovka, G. Pysarenko, A. Rybyns'ka, K. Fuglevych, A. Hljebnikov, O. Cyganov;

3) Some aspects of e-government and the latest scientific paradigm –

digitalization of public administration have been studying by domestic scientists, such as: G. Avanesova, O. Arhipska, Ye. Arhipova, A. Asanova, Ye. Babablik, I. Bachilo, O. Buhatij, V. Gudnickij, Yu. Dubrovin, T. Zaporozhec, E. Karlovska, O. Karpenko, V. Kujbida, Ya. Kozhenko, V. Namestnik, A. Osmak, M. Pavlov, O. Serenok, E. Talapina, V. Tertichka, L. Fedulova, S. Chukut, N. Shamraj, as well as international scientists, such as: A. Vilyams, S. Bastou, S. Brenen, H. Gimplej, P. Danlevi, N. Krauze, D. Kreis, H. Margets, A. Matei, T. Miglani, H. Navio-Marko, L. de-Nardis, A. Palomo-Navarro, Z. Polkovski, M. Puchek, A. Radu, E. Forsthof, K. Shadibekov.

The formulation of the objectives (purpose) of the article consists in carrying out the complex analysis of the spent researches of scientists, a modern condition of legal regulation and prospects of development of mechanisms of appeal of service activity of public authorities for the further use in this direction both in domestic science, and in practice of administrative and legal support of this activity.

Presentation of the main material. Digitization of public administration as a style, philosophy of approach, a tool to influence the desired result in the relationship between individual and the state is important for modern and strategic reform of the outdated and retrograde system of civil service and local government into service-oriented state policy, system of activity for the provision of services.

The historical civilizational movement of relations and contradictions of individual and the state, which continued from the time of "axial time",

according to the debatable, according to the author, theory of historical development of mankind, which was proposed by German philosopher Karl Jaspers [1, c. 736] and which consists in the development of ideas, formation and development of statehood, now reaches at the level of greater opportunities for influence and control over the adoption and implementation of management decisions.

The state has always embodied a monopoly on: the use of force, collection and administration of taxes, the establishment of administrative rules, as noted in their scientific works most sages, philosophers, scientists, including M. Weber, one of the founders of sociology and further development based on it concepts of rationalization of collective activity, the theory of bureaucracy, and further formation and formation of the science of public administration [2, c. 5–11].

At the same time, during the formation of the post-Soviet countries, including Ukraine, it is necessary to note the prevalence of their development of a state of imbalance in the development of stable management models, the thoroughness of adopted legal norms, including on issues of ensuring the appeal of the results of service activities of public authorities, and monitoring their implementation. This condition in the future, as a consequence, leads to a state of legal anomie in society, uncertainty of the categories of justice in the relationship between the government and the citizen. This concept was introduced by the French sociologist Emile Durkheim in the late XIX-early XX century, who interpreted it as an increase in alienation in a society with

a weak consensus, a crisis in the value system, and the loss of effective social and moral norms that regulate collective and individual life [3, c. 38–41].

This statement is directly related to the process of providing management and administrative services by the state or the delegation in various forms of certain parts of such activities. The main goal of this should be the result of the appealed service and the level of the achieved good for the person, which is a measure of the historically achieved compromise, and its quality and impact on the result obtained as a result of its provision allows to measure the level of democracy and pluralism in the country.

Modern political, socio-economic and information-communication tools of interaction between the authorities and the citizen in Ukraine has no alternative to improvement, which takes place under the influence of new challenges. Such changes are due to the processes of developing new approaches to the state service-oriented policy.

At the same time, civil society must be responsible and growing in proportion to its political demands and revolutionary calls for a change of government.

The British scientist from the European Organization for Nuclear Research (CERN) Tim Berners-Lee had presented the idea of the global communication system World Wide Web back in 1989, and soon he launched the world's first website describing the technology of global information exchange – the World Wide Web. which he created on his NeXT CERN computer in Geneva. The world's first web page address was: <http://info.cern.ch/>

hypertext/WWW/TheProject.html. This site has published a description of the new technology of the World Wide Web, based on the HTTP data transfer protocol, the URL addressing system and the HTML hypertext markup language. It also had explained the principles of installation and operation of servers and browsers, technical details for creating a web page and instructions for finding information on the Internet.

Modern political, socio-economic and information-communication tools of interaction between the authorities and the citizen in Ukraine have no alternative to improvement, which takes place under the influence of new challenges. Such changes are due to the processes of developing new approaches to the state service-oriented policy. This change in the concept of state policy towards individual is a natural civilizational step to master the democratic foundations of civil society. Out-dated and archaic principles of transforming public administration into public only through administration and prohibition should be a thing of the past, as intensified struggle, prohibitions and threats cannot build a competitive economy and effective development, as had proven by scholars and practitioners. The possibility of democratic dialogue between the government and the citizen, strengthening the possibilities of public control through the possibility of appealing against decisions and management services of public authorities should be a recipe for further changes. It is necessary to change the structure and algorithm of execution management mechanisms in relation to the effectiveness of services, which

was proved in the process of scientific research of domestic scientist D.V Luchenko. [4, c. 176–178].

At the same time, civil society must be responsible and grow in proportion to its political demands and revolutionary calls for change of authority by their own examples of positive change in the implementation of public control over the exercise of managerial functions [4, p. 126-130]. But it should be noted that unskilled actions of the government, out-dated bureaucratic forms of government, the creation of numerous reforms that depend on the change of political elites and non-fulfilment of election statements and regulations adopted by them push society to revolutionary steps. These phenomena are studying by scientists and practitioners with an unequivocal critique of such pseudo-reforms [6, p. 67–91].

That is why scientists do not abandon the search for mechanisms to adapt public administration to modern requirements, which includes the Government's activities to actively interact with citizens based on the support and implementation of ICT feedback, the introduction of e-government systems. Historical stage of development of digitalization of public administration – E-government has been for more than a decade as the initial stage of development and way of organizing public power through local information networks and segments of the global information network, which ensures the functioning of certain services in real time.

Currently, we can note the prospects of the following regulations in the field of digitalization of public administration as a basis for further implementa-

tion of mechanisms for appealing the service activities of public authorities:

- Resolution of the Cabinet of Ministers of Ukraine “On approval of the Procedure for maintaining the Unified State Portal of Administrative Services” of January 3, 2013 № 13, “On approval of the Procedure for maintaining the Register of Administrative Services” of January 30, 2013 № 57, “On approval of the Model Regulations services” dated February 20, 2013 № 118, “On approval of requirements for preparation of the technological card of administrative service” dated 30.01.2013 № 44, “On approval of the Model Regulations of the center for providing administrative services” dated August 1, 2013 № 588;

- Order of the Cabinet of Ministers of Ukraine “Some issues of providing administrative services of executive bodies through the centers of providing administrative services” dated May 16, 2014 № 523-r.

In addition, in May 2014, the Order of the Cabinet of Ministers № 523-r “Some issues of providing administrative services to executive authorities through administrative service centers” was issued, which regulated the list of the most popular (basic) services to be provided through Administrative Service Centers.

At the same time, it should be noted that the Ministry of Economic Development, Trade and Agriculture is recognized as the Central executive body that ensures the formation and implementation of state policy in the field of administrative services in accordance with the requirements of the Resolution of the Cabinet of Ministers of 20.08.2014 №459 [7].

Management services of public authorities should become a tool and means of influence in the process of making and implementing management decisions, and during the implementation of the idea of “service state” on the principle of its sociality arises to promote the client’s attitude to the citizen. According to I. V. Venedictova – degree of development of state bodies in the field of government services reflects the quality of public administration, which “is a litmus test in determining policy in the state” [8, p. 89].

At the same time, as noted in his research O.V Karpenko, at the present stage of formation of civil society institutions in Ukraine, the priorities of public authorities are also changing significantly. The understanding of the transparency and openness of authority is conditioned by a return to the basic humanistic values, which are focused on the recognition and consolidation of the inalienable natural rights of individual and citizen. The Constitution of Ukraine proclaims the transition from the dominant ideology of state domination in the past, state interests over individual ones – to the ideology of state service to individual, guaranteeing, ensuring and protecting the fundamental rights and freedoms of the citizen. The formation and development of the institute of management services will contribute to the consistent implementation of effective public administration reform, which would include the creation of a transparent and high-quality service system “provider-recipient”, built on European standards with optimal use of budget funds, primarily to meet social needs [9, p. 29–30].

Among other scientific and research institutions of Ukraine, the Department of Information Policy and Digital Technologies of the National Academy for Public Administration under the President of Ukraine (NADU) is actively involved in scientific support and development of models of public administration in the field considered in this article digitization of public administration and efforts are being made to simplify its perception and ease of use.

One of the effective steps in this direction was the holding, together with colleagues from Tallinn Technical University (Republic of Estonia), on the basis of the NADU on March 10–11, 2020 of the Ukrainian-Estonian Winter School “Digital Government” in the framework of the project “Advising Ukrainian universities on developing a master’s program in e-government and raising awareness of e-government by implementing ICT solutions to support reforms in Ukraine”.

Carrying out project activities in this area, one of the main components of scientific and practical materials on which the training courses of the project are formed are data on legal regulation, justification of development prospects and comparison of achievements of EU member states.

The creation of convenient and mobile services has become a modern, competitive and popular trend of recent times. In terms of effective functioning of public authorities, such a trend should be the creation of digital data platforms and registers [10, p. 12]. The relevance and usefulness of creating these opportunities to facilitate the implementation of rights in the re-

relationship of state institutions, industry, business and citizens of Ukraine is beyond doubt.

The policy of every modern democratic country should be service-oriented in its relations with the citizen, because the person is the basic value of the state, and all peoples and all states should strive to respect human rights. Governments should create and develop a legal framework, promote science and technology, develop and implement the digitization of public authority instruments. The need to reorganize international relations in this area between our countries is obvious. The initiative to create joint unifying platforms of digital data and registers of services of public authorities in the form of the system of electronic interaction of state electronic information resources created in Ukraine (electronic system named "Trembita") will help strengthen friendly relations, develop legal relations, develop economies. The above digital platform was introduced with the help of Estonian friends and European partners on the model of the existing model in Estonia and should be a model for such solutions (based on the Estonia experience with the support of the EU).

Ukrainian specialists in IT technologies, creation of innovations in the field of information and communication technologies have shown themselves on the best side and are desirable employees in all countries of the world. However, due to the above circumstances, the patriotic intentions of many of them to implement and assist their country in the development and implementation of e-government tools remain relevant. Management of the

state, cities and communities, communication between the authorities and residents is increasingly carried out using electronic technologies. Openness, transparency, government accountability and participation in governance are the basis for good governance, and technology ensures the accessibility and simplicity of these processes.

Despite the state's inadequate attention to local self-government for many years, it was local governments had launched practical innovations in the field of e-government and e-democracy. State policy and legislation has been forming and continue creating on the basis of those developments that have been implementing in cities and communities.

Possible and useful tools for ensuring digital democracy could be:

- 1) mobile-optimized interactive websites with up-to-date information;
- 2) open data, including open budgets;
- 3) online broadcasts;
- 4) e-petition services;
- 5) e-consultations;
- 6) online public hearings;
- 7) e-voting;
- 8) participation budget or online public budget.

The choice and using of such opportunities depends on available resources, which depends on the possible support of the state and investors and international donors by providing digital tools to provide access to at least three dimensions of democracy: transparency, accountability and participation. Such opportunities should provide tools for: 1) open data analytics, especially on budget expenditures and public procurement; 2) submission

of e-appeals; 3) submission and signing of e-petitions; 4) conducting a media campaign, for example, in support of important e-petitions; 5) participation in e-consultations; 6) participation in public hearings online; 7) online voting; 8) proposals, selection and participation in projects of the public budget of participation.

The terms “e-democracy” or “e-democracy”, as well as “participatory democracy” has become widely used in Ukraine in recent years. They are often used by representatives of the media, public authorities and local governments, civic activists [11, p.18]. But according to a KIIS poll, 42.79% of Ukrainians have never heard of the term “e-democracy” and only 41% partially understand its meaning. However, with the widespread introduction of electronic petitions, the situation has improved markedly recently. In a narrow sense, the term “e-democracy” means the use of ICT (information and communication technologies) to ensure (electronic support) the rights of citizens.

According to this approach, for example, the traditional way of submitting applications, appeals, inquiries from citizens to the authorities is changing to electronic and opens additional opportunities or conveniences (monitoring the status of the issue, speed of feedback, etc. E-democracy in the broadest sense involves citizens to solve various socio-political problems with the helping of modern ICT.

E-democracy tools allow: to strengthen the participation, initiative and involvement of citizens at the national, regional and local levels in public life; improve the transparency of the

decision-making process, as well as the accountability of democratic institutions; to improve the response of the authorities to citizens' appeals; to promote public discussions and draw citizens' attention to decision-making processes; to develop horizontal connections faster and better and to strengthen the influence of the public on the government, its decisions. In recent years, the tools of e-democracy have developed most dynamically at the level of local governments, especially cities.

It is necessary to identify the following opportunities for the use of such resources — open data, including open budgets; online broadcasts of plenary sessions and executive committees; electronic consultations; online public hearings; e-voting; distribution of useful information; interaction platforms (contact centres); participation budgets or online public budgets; and, as a rule, the most popular is the e-petitions service. The advantage, however, is usually the use of free tools and platforms (“Single System of Local Petitions”, “Smart City”, “Open City”).

Educational work is needed to implement, develop and use such opportunities, as the appropriate level of information is not yet in good condition and needs support.

Conclusions and prospects for further research. The study had established a historical retrospective, research on the formation and development of legal relations between citizens and authorities during the defence of their rights to challenge management services. It is determined that scientific research has been conducting by the majority in the field of legal sciences, in particular administrative law.

The mechanism for appealing the quality of administrative services needs to be improved, as one of the tools of democratic dialogue between the government and the citizen, strengthening the possibilities of public control through the possibility of appealing against decisions and management services of public authorities and which should be a recipe for further transformation.

The separation and classification of scientific research in the areas of scientific developments on the topic, namely: scientific-theoretical justification of the legal basis of security service activities of public authorities; theoretical studies of academic problems and administrative services; the standards and characteristics of public services, the ratio of management services, classification, content analysis, similarities and differences; some aspects concerning e-government and digitalization of public administration.

The division of tools for ensuring digital democracy is presented, among which are: optimized for mobile devices interactive websites with up-to-date information; open data, including open budgets; online broadcasts; e-petition services; e-consultations; online public hearings; e-voting; participation budget or public budget online.

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UNIFICATION OF THE VARIETY OF INTERPRETATIONS OF BASIC DETERMINANTS OF THE CONCEPT “MECHANISM OF STATE REGULATION OF MULTIMODAL TRANSPORT OF GOODS”

Abstract. The article focuses on the need to unify various interpretations of basic determinants of the concept “mechanism of state regulation of multimodal transport of goods”. Its importance in ensuring the effectiveness of the tools of state regulation of multimodal transport was emphasized. It was established that the issues of state regulation of multimodal transport both at the state and the international level remain practically unresolved, as now there are no international or national legal acts that would fully regulate multimodal transport, and therefore there is no clarity in their terminology. The derivational analysis of basic determinants of the concept “mechanism of state regulation of multimodal trans-

port of goods”, namely, etymological, epistemological and ontological analysis of their content was carried out. The features of multimodality expanding the boundaries of understanding the content of the concept “multimodal transport” were defined. The list of priority criteria for ensuring the unity of approaches to the interpretation of the concept “multimodal transport” provided for by the Draft Concept of study on unification of terminology for transport by several modes (mixed, combined, intermodal and multimodal) (United Nations ESCAP) was expanded by adding a group of environmental criteria combining subgroups of economic, social and environmental criteria, as stipulated by the Sustainable Development Goals. Due to the clarity of the defined criteria of unity of approaches to the interpretation of the concept “multimodal transport”, the methodology of unification of this concept was developed and the sequence of stages of its implementation was determined. Each of the stages of methodology of unification of the concept “multimodal transport” was briefly analyzed and their importance in formation of the content of this concept was substantiated. It was proved that ensuring the full value of the content of this concept was possible with the stakeholder approach, as it allowed us to consider the interests of stakeholders in unification of terminology for regulating the multimodal transport. According to the stakeholder approach, the author’s definition of the concept “mechanism of state regulation of multimodal transport of goods” was proposed as a set of tools for regulating the transport of goods by two or more modes of transport that are organized by single operator, who is fully responsible for organization and implementation of transport process based on single transport document and single freight rate, while solving the tasks of reloading the goods, optimizing transport schemes, minimizing transport and logistics costs, as well as maximizing the environmental conservation.

Keywords: state regulation, mechanism, multimodal transport, mechanism of state regulation of multimodal transport of goods, public administration.

УНІФІКАЦІЯ РОЗМАЇТТЯ ТРАКТУВАНЬ БАЗОВИХ ДЕТЕРМІНАНТ ПОНЯТТЯ “МЕХАНІЗМ ДЕРЖАВНОГО РЕГУЛЮВАННЯ МУЛЬТИМОДАЛЬНИХ ПЕРЕВЕЗЕНЬ ВАНТАЖІВ”

Анотація. Акцентовано увагу на потребі уніфікації розмаїття трактувань базових детермінант поняття “механізм державного регулювання мультимодальних перевезень вантажів”. Наголошено на її значущості у забезпеченні дієвості інструментарію державного регулювання мультимодальних перевезень. Встановлено, що питання державного регулювання мультимодальних перевезень як на рівні держави, так і на міжнародному рівні лишаються практично не вирішеними, оскільки до тепер немає жодного міжнародного чи вітчизняного нормативно-правових актів, які б цілком регулювали мультимодальні перевезення, а отже, відсутня і ясність в їх термінологічному визначенні. Здійснено словотвірний аналіз базових детермінант поняття “механізм державного регулювання мультимодальних перевезень вантажів”, а

саме: етимологічний, гносеологічний та онтологічний аналіз їх змістовного наповнення. Визначено ознаки мультимодальності, які розширюють межі розуміння змістовного наповнення поняття “мультимодальні перевезення”. Розширено перелік пріоритетних критеріїв забезпечення єдності підходів щодо трактування поняття “мультимодальні перевезення”, передбачений Проектом Концепції досліджень з уніфікації термінології для перевезень кількома видами транспорту (змішаних, комбінованих, інтермодальних і мультимодальних) (ЕСКАТО ООН) шляхом його доповнення групою інвайронментальних критеріїв, які поєднують у собі підгрупи економічних, соціальних та екологічних критеріїв, що передбачено Цілями сталого розвитку. Завдяки чіткості визначених критеріїв єдності підходів до трактування поняття “мультимодальні перевезення” розроблено методологію уніфікації цього поняття та визначено послідовність етапів її здійснення. Коротко проаналізовано кожен з етапів методології уніфікації поняття “мультимодальні перевезення” та обґрунтовано їх значущість у формуванні змістовного наповнення означеного поняття. Доведено, що забезпечення повноцінності змістовного наповнення даного поняття “мультимодальні перевезення” можливе за стейкхолдер-підходом, оскільки він дозволяє врахувати інтереси стейкхолдерів в уніфікації термінології з регулювання мультимодальних перевезень. Запропоновано за стейкхолдер-підходом авторську дефініцію поняття “механізм державного регулювання мультимодальних перевезень вантажів”, як сукупності інструментарію регулювання послуг з перевезень вантажів, що виконуються двома або більше видами транспорту, організованих одним оператором, який на основі єдиного транспортного документа та єдиної ставки фрахту несе повну відповідальність за організацію та здійснення перевізного процесу, вирішуючи при цьому завдання щодо перевантаження вантажу, оптимізації схем його транспортування, мінімізації транспортних та логістичних витрат, а також максимізації збереження навколишнього середовища.

Ключові слова: державне регулювання, механізм, мультимодальні перевезення, механізм державного регулювання мультимодальних перевезень вантажів, публічне управління.

УНИФИКАЦИЯ РАЗНООБРАЗИЯ ТРАКТОВОК БАЗОВЫХ ДЕТЕРМИНАНТ ПОНЯТИЯ “МЕХАНИЗМ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ МУЛЬТИМОДАЛЬНЫХ ПЕРЕВОЗОК ГРУЗОВ”

Аннотация. Акцентируется внимание на необходимость унификации разнообразия трактовок базовых детерминант понятия “механизм государственного регулирования мультимодальных перевозок грузов”. Отмечено ее значимость в обеспечении действенности инструментария государственного регулирования мультимодальных перевозок. Установлено, что вопросы государственного регулирования мультимодальных перевозок как на уровне государства, так и на международном уровне остаются практически нерешенными,

поскольку до сих пор нет ни одного международного и ни одного отечественного нормативно-правовых актов, которые бы полностью регулировали мультимодальные перевозки, а следовательно, отсутствует и ясность в их терминологическом определении. Осуществлен словообразовательный анализ базовых детерминант понятия “механизм государственного регулирования мультимодальных перевозок грузов”, а именно: этимологический, гносеологический и онтологический анализ их содержательного наполнения. Определены признаки мультимодальности, которые расширяют границы понимания содержательного наполнения понятия “мультимодальные перевозки”. Расширен перечень приоритетных критериев обеспечения единства подходов к трактовке понятия “мультимодальные перевозки”, предусмотренный Проектом Концепции исследований по унификации терминологии для перевозок несколькими видами транспорта (смешанных, комбинированных, интермодальных и мультимодальных) (ЭСКАТО ООН) путем его дополнения группой инвайронментальных критериев, которые сочетают в себе подгруппы экономических, социальных и экологических критериев, что предусмотрено Целями устойчивого развития. Благодаря четкости определенных критериев единства подходов к трактовке понятия “мультимодальные перевозки” разработана методология унификации данного понятия и определена последовательность этапов ее осуществления. Коротко проанализирован каждый из этапов методологии унификации понятия “мультимодальные перевозки” и обоснована их значимость в формировании содержательного наполнения этого понятия. Доказано, что обеспечение полноценности содержательного наполнения понятия “мультимодальные перевозки” возможно при стейкхолдер-подходе, поскольку он позволяет учесть интересы стейкхолдеров в унификации терминологии по регулированию мультимодальных перевозок. Предложено за стейкхолдер-подходом авторскую дефиницию понятия “механизм государственного регулирования мультимодальных перевозок грузов”, как совокупности инструментария регулирования услуг по перевозке грузов, выполняемых двумя или более видами транспорта, организованных одним оператором, который на основании единого транспортного документа и единой ставки фрахта несет полную ответственность за организацию и осуществление перевозочного процесса, решая при этом задачи по перегрузке груза, оптимизации схем его транспортировки, минимизации транспортных и логистических расходов, а также максимизации сохранения окружающей среды.

Ключевые слова: государственное регулирование, механизм, мультимодальные перевозки, механизм государственного регулирования мультимодальных перевозок грузов, публичное управление.

General problem statement and its connection with important scientific and practical tasks. The current stage of development of international economic relations is characterized by intensification of international trade,

which is a reason for qualitative changes in the functioning of international transport system and an incentive for its future development based on modern efficient technologies of transport of goods, among which the technology of multimodal transport has become the most widespread in the world [1, p. 91].

In Ukraine, a country acquiring the status of a transit state, with its unique transport and geographical location (it is located at the crossroads of European and Eurasian trade and transport roads), international transport corridors and the best transit indicator among European countries, there is still a weak development of multimodal transport. And, first of all, this is due to the lack of effective mechanism of state regulation of multimodal transport, which makes it extremely urgent to find new approaches to the development of regulatory acts, and consequently, to unify the variety of interpretations of basic definitions by forming single, cross-cutting for the entire industry, so to speak “model” definitions, which would express the most significant features of multimodality of transport.

Analysis of recent studies and publications shows that in recent years a large cohort of scientists such as T. O. Koliankovska, S. Yu. Morozov, O. V. Karpiev, V.V. Vitrianskyi, N. O. Butakova, V. A. Yehiazarov, H. B. Astanovskyi, V.T. Smirnov, N. M. Tiutrina, V. V. Tiup and others has been working on the issues of state regulation of multimodal transport. However, despite their significant scientific achievements in theoretical and methodological aspects of state regulation of multimodal transport, there is still a need for further productive

study, which is primarily due to the lack of unity of opinions on its content and the need to unify the scientific thesaurus of each of the fundamental determinants of formation of the concept “mechanism of state regulation of multimodal transport of goods”.

Purpose (objective) statement.

The purpose of the article is to unify the variety of interpretations of the concept “mechanism of state regulation of multimodal transport of goods” and its fundamental determinants in the scientific thesaurus of the conceptual and categorical apparatus of public administration.

Statement of basic study material with full substantiation of the obtained scientific results. The multimodal transport is generally recognized as promising and strategically important innovative direction in the development of both national transport system and international transport links and international trade. However, the issues of state regulation of multimodal transport both at the state and the international level remain practically unresolved, as now there are no international or national legal acts that would fully regulate multimodal transport, and therefore there is no clarity in their terminology [2, p. 90].

To clarify the content component of the concept “mechanism of state regulation of multimodal transport of goods” and fundamental determinants of its formation, we consider it appropriate to begin the study with derivational analysis (Fig. 1) of the concepts “transport”, “multimodal transport”, etc., namely, with etymological, epistemological and ontological analysis of their content.

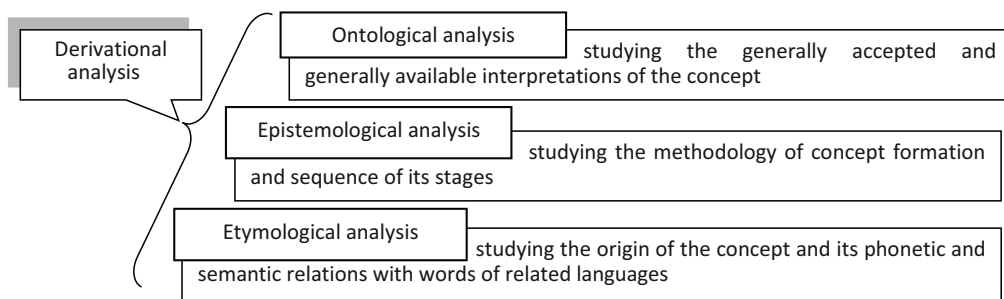


Fig. 1. Methodology and sequence of stages of derivational analysis of the concept “multimodal transport”

Source: author’s vision

In particular, the etymological analysis of the concept “multimodal transport” – identifying the source of its borrowing, revealed that this term comes from English phrase “multimodal transport”, where “multimodal” (from Latin *multum* – many and *modus* – measure, mode) in English means combined, and “transport” – transportation. Therefore, “multimodal transport” means combined transport, i.e. transport of passengers or goods by

several modes of transport. However, the identity of multimodal transport with combined transport should be considered rather conditional, as not every combined transport meets the features of multimodality. To clarify the content of this concept, we will first focus on the study of origin of the concept “transport” (Table 1).

The results of etymology of the concept “transport” indicate that transport is a type of service for transport

Table 1

Etymological analysis of the concept “transport”

Stages of origin	Events
I stage (XIII–XV centuries)	emergence of forwarding activities during existence of the Republic of Venice — development of trade through intermediaries — freighters, who paid local fees when crossing the borders, were responsible for the safety of goods, etc
II stage (XVI–XVII centuries)	development of trade through freight forwarders, who independently choose the transport routes, mode of transport and market for a particular product
III stage (XVIII–XIX centuries)	allocation of freight forwarding services into independent sphere of transport process
IV stage (XIX–XX centuries)	establishment of the International Federation of Freight Forwarders Association (FIATA), development and implementation of forwarding documents that were officially recognized worldwide
V stage (XX century — until now)	increase in loading capacity and specialization of vehicles, creation of powerful automated reloading complexes, containerization of transport, etc

of passengers or goods. However, its recognition as multimodal is possible only if it meets the criteria of multimodality shown in Fig. 2.

The identified features of multimodality expand the boundaries of understanding the content of the concept “multimodal transport”, but do not ensure the unity of approaches to its interpretation.

As it is known, the approaches to the interpretation of the concept are determined by the priority of criteria. In particular, when uniting the approaches to the interpretation of the concept “multimodal transport” according to the Draft Concept of study on unification of terminology for transport by several modes (mixed, combined, intermodal and multimodal) [3] (hereinafter referred to as the Draft Concept) that was prepared on proposals of the United Nations Economic and Social Commission for Asia and the Pacific (hereinafter referred to as United Nations ESCAP) and promulgated on March 02, 2020 during the Consulta-

tive Meeting of EEHC in Warsaw, two groups of criteria were recognized as priority:

- organizational and legal relations between participants of transport (including forms of transport documents);
- technological (including in terms of overloading) [3].

The groups of criteria defined by the Draft Concept are indisputable, but we do not consider their list to be complete, as according to the Sustainable Development Goals [4] the group of environmental criteria cannot be ignored. Therefore, the list of priority criteria for ensuring the unity of approaches to the interpretation of the concept “multimodal transport” should be as follows (Fig. 3):

Thus, the group of environmental criteria should combine subgroups of economic, social and environmental criteria, as environmentalization of economy is aimed at ensuring the unity of social and environmental aspects of economic development, as evidenced by the content of this concept (Table. 2):

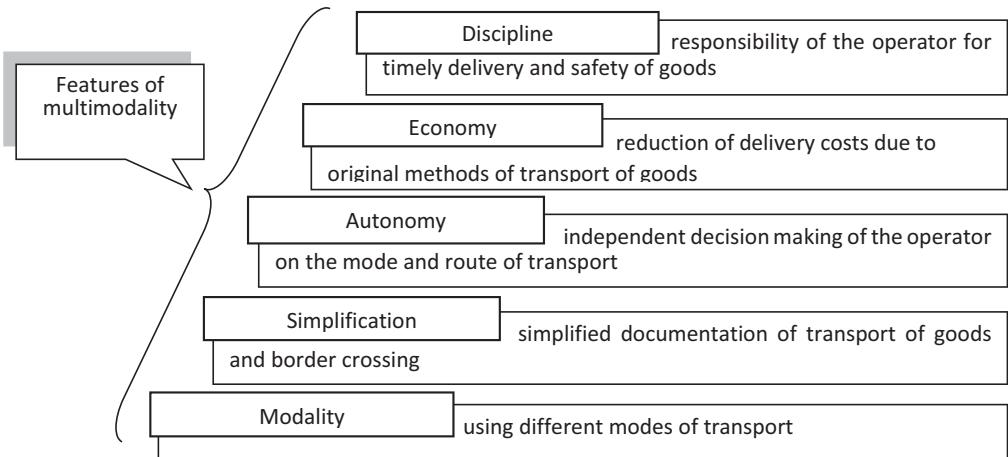


Fig. 2. The most relevant features of multimodal transport

Source: author’s vision

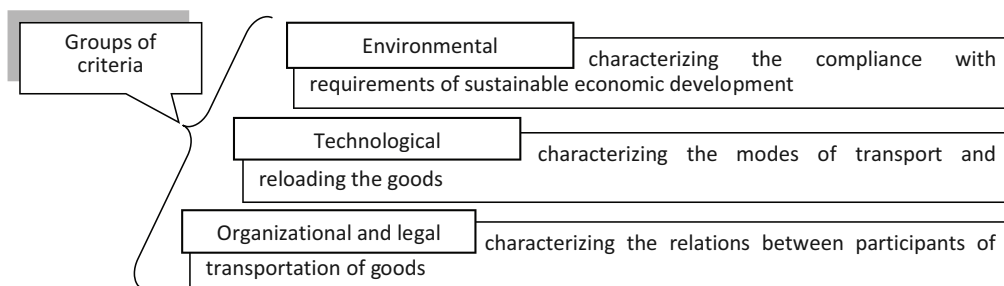


Fig. 3. Proposed criteria for ensuring the unity of approaches to the interpretation of the concept “multimodal transport”

Source: author’s vision

Table 2

Content of the concept “environmentalization of economy”

Author	Content component
Verkhogliad I. M. [5, p. 411]	environmentalization of economy — solving problems of good management taking into account environmental and economic interests of society, use of limited natural resources to meet human needs
Vyshnevskiy V. P. [6, p. 19]	environmentalization of economy — scientifically grounded rationalization of natural resource management to ensure existence of present and future generations in a healthy environment and with sufficient natural resources
Klimenko O. M. [7, p. 23]	environmentalization of economy — ensuring the unity of social and environmental aspects of development, compliance with environmental imperative, holistic perception of the world, introduction of environmental values in mass consciousness, preservation of biosphere as a natural basis for social development
Maschenko M. A. [8]	environmentalization of economy involves the efficient allocation of environmental resources and determines the interdependence of the environment and the economy

The clarity of establishing the criteria for the unity of approaches to the interpretation of the concept “multimodal transport” allowed us to determine the methodology of formation of this concept, and therefore to carry out its epistemological analysis. In particular, the Draft Concept [3] proposes to unify the term “multimodal transport” according to the following methodology and stages of study:

1. Detailed study of the existing terms for transport by several modes

of transport (hereinafter referred to as TSMT);

2. Development of logical correct classification model (“matrix”) for application of terms to existing varieties of TSMT;

3. Discussion of the developed proposals for unification of terminology with participation of a wide range of interested organizations (international transport organizations, representatives of transport industry, etc.);

5. Fixing terms for the most common types of TSMT;
6. Definition of the product format that should be developed based on the model, its purpose and the range of potential users;
7. Preparation of glossary of terms for TSMT based on the revised classification model taking into account the opinions of interested organizations;
8. Application of single term of TSMT in practice [3].

However, in our opinion, this methodology does not meet today's requirements. We consider the methodology shown in Fig. 4 as more perfect. We will briefly discuss each of its specific stages. As the derivational analysis of the concept "multimodal transport" was discussed above, we will proceed to the thesaurus analysis.

The results of the thesaurus analysis of the concept "multimodal transport" show that in the world practice of multimodal transport, the most common is the terminology of transport by se-

veral modes of transport defined by the United Nations Economic Commission for Europe in the document "Terminology of Combined Transport" (2001) [9], according to which multimodal transport is the transport of goods by two or more modes of transport.

Similar definition of "multimodal transport" is found in the Glossary for Transport Statistics prepared according to the results of 2009 International Transport Forum at OECD with participation of the European Statistical Office (Eurostat) and UNECE [10, p. 114], in the Glossary of Transport Logistics prepared in 2015 by the Association of European Transport Logistics (ECG-2015) and other glossaries, dictionaries and reference books (Table 3).

Regarding the legal analysis of the concept "multimodal transport" it should be noted that neither in international nor in national practice there is still no unified legal act on the regulation of multimodal transport, despite

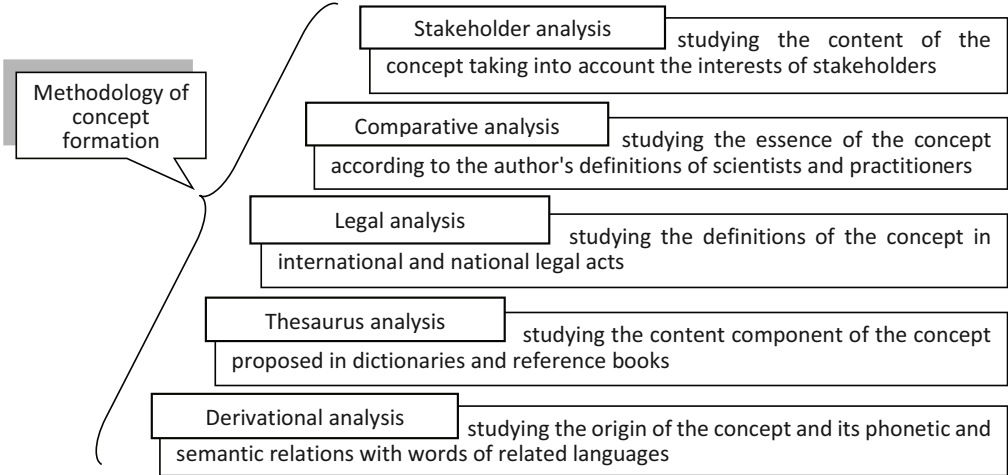


Fig. 4. **Proposed methodology and sequence of stages of unification of the concept "multimodal transport"**

Source: author's vision

**Thesaurus analysis of definitions of the concept
“multimodal transport”**

Dictionaries and reference books	Definition of the concept
Terminology of Combined Transport [9]	multimodal transport — transport of goods by two or more modes of transport
Glossary of Transport Statistics (2009) [10]	
Glossary of Transport Logistics (ECG-2015)	multimodal transport — transport by several modes of transport
Dictionary of basic transport and related terms [11, p. 101]	multimodal transport — transport by two or more modes of transport

the fact that the issue of the need for international unification of rules regulating international transport by various modes of transport was first raised in 1927 at the Stockholm Conference of the International Chamber of Commerce (hereinafter referred to as ICC). However, due to then situation in the world economy, these issues remained unresolved.

Later, international organizations returned to the issue of unification of rules regulating combined transport with development of containerization. It is in this regard that in 1969 at the Tokyo Conference of the International Maritime Committee, the so-called “Tokyo Rules” were developed, according to which the operators of transport of goods for the first time received official recognition as legal entities, which entering into relations with consignor under the contract of transport are fully responsible for the loss or damage to the goods. Subsequently, the “Tokyo Rules” became the basis for the ICC’s adoption of the Set of Rules for Multimodal Transport.

In 1980, within the United Nations and under the auspices of UNCTAD (United Nation Conference on Trade

and Development), the UN Convention “UN Convention on International Multimodal Transport of Goods” (the so-called Geneva Convention on International Multimodal Transport of Goods) [12] was developed, but even now it has not entered into force, because it has not been ratified by a sufficient number of countries. Therefore, its rules are only of recommendatory nature, that is, they are applied only if the parties to the contract of transport deem it appropriate.

Subsequently, the issue of regulation of multimodal transport was repeatedly discussed at the UNCTAD Conferences on Multimodal Transport [13], but there is still no international legal act that would contain a universal definition of the concept “multimodal transport”.

The Table 3 shows that the legal acts of national level do not contain a universal definition of the concept “multimodal transport”.

There is no unity of approaches to the interpretation of the content of this concept among scientists and practitioners, as evidenced by the results of a comparative analysis of their author’s definitions shown in Table. 4.

**Analysis of definitions of the concept “multimodal transport” enshrined
in legal acts of international and national levels**

Legal act	Definition of the concept
Tokyo Rules (1969) [14, p. 115]	combined transport of goods — transport by two or more modes of transport under the contract of combined transport under which operators are fully responsible for the loss or damage to the goods
Set of Rules for Multimodal Transport [14, p. 115]	combined transport of goods — transport by two or more modes of transport under the contract of combined transport under which operators are fully responsible for the loss or damage to the goods
UN Convention on International Multimodal Transport of Goods (1980) [12]	international combined transport — transport of goods by at least two different modes of transport under contract of combined transport from the place in one country, where the goods are received by the operator of combined transport, to the specified place of delivery in another country
UNCTAD Conferences on Multimodal Transport (2001) [13]	multimodal transport — transport in which the carrier organizing the entire transport of goods (door-to-door) assumes responsibility for the entire transport of goods as a whole
ASEAN Framework Agreement on Multimodal Transport (2005) [15]	multimodal transport — transport of goods by at least two different modes of transport under contract of combined transport from one country to the specified place of delivery to another country
Draft Concept of study on the unification of terminology for TSMT [3, p. 12]	multimodal transport — combined transport, in which the goods are reloaded from one mode of transport to another mode of transport
Draft Law “On Multimodal Transport” [16]	multimodal transport — transport of goods that is carried out by the operator of multimodal transport by two or more modes of transport under contract of multimodal transport and can be carried out under single transport document

The data from Table 4 clearly show that each of the scientists formed the author’s definitions according to the interests of their study. At the same time, the vast majority of them focus on only a few types of transport and availability of a single transport document. However, under such conditions, the concepts of “multimodal transport” will be practically identified with the concepts of “intermodal”, “combined”

and other types of transport, which we consider unacceptable.

However, along with traditional definition of “multimodal transport”, some authors introduce very significant clarifications on the existing alternative schemes for their implementation. In particular, Bohdanov S. M. and Andrienko A. O. note that multimodal transport is transport that involves cooperation with several transport com-

**Comparative analysis of author's definitions
of the concept "multimodal transport"**

Author	Content component
Bohdanov S.M., Andrienko A.O. [17, p. 82]	multimodal transport — transport that involves cooperation with several transport companies transferring goods to each other in chain order using different modes of transport
Volynets L.M. [18, p. 123]	multimodal transport can be interpreted as international transport carried out by two or more modes of transport, organized by the operator assuming responsibility for the door-to-door delivery of goods under single contract and through freight rate
Lomotko D.V., Obukhova A.L. [19, p. 43]	multimodal transport — use of several modes of transport for international transport on a well-developed product distribution network, in order to ensure higher efficiency of the entire delivery system
Kaspruk O.S. [20, p. 95]	multimodal transport — type of transport that is carried out by two or more modes of transport under the responsibility of single carrier under a single transport document
Sokolova O.Ye., Akimov T.A., Sulima L.O. [21, p. 96]	multimodal transportation — system of transport that is characterized by the complex development of all types of transport, terminal and warehouse facilities, customs and financial infrastructure, legal support, as well as technologies for information and communication support of goods traffic

panies transferring goods to each other in chain order using different modes of transport [17, p. 82].

Kaspruk O.S. focusing on the criteria of responsibility states that multimodal transport is a transport that is carried out under the responsibility of single operator who undertakes to transport the goods "door-to-door" under single transport document [20, p. 95].

Lomotko D. V. and Obukhova A. L. emphasize the scale of multimodal transport focusing on the fact that multimodal transport involves the use of several modes of transport for international transport on a well-developed product distribution network [19, p. 43], which in our opinion is not quite correct, as multimodal transport can be also carried out within one country.

Thus, neither the above definitions in legal acts, nor the author's definitions give a clear and unambiguous idea of content of the concept "multimodal transport" that would satisfy the interests of stakeholders to unify this concept. Therefore, we move on to the next stage of methodology of unification of the concept "multimodal transport", namely stakeholder analysis, using for this purpose the Map of persons interested that will allow us to visualize the pattern of relations of stakeholders and their interests in unification of the terminology for regulating the multimodal transport (Fig. 5).

Based on Fig. 5, the presence of single operator of multimodal transport, who is responsible for organization and implementation of reloading the goods and transport process as a whole,

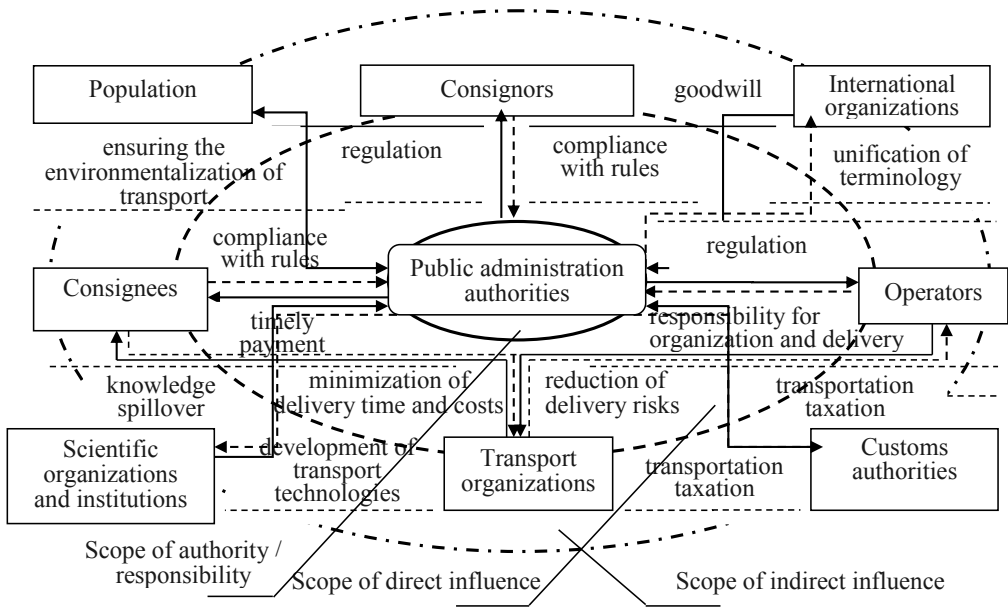


Fig. 5. Map of persons interested in unification of the terminology on multimodal transport

Source: author's vision

as well as for possible risks associated with delivery along the entire route, regardless of the number of modes of transport involved in the delivery process when issuing a single transport document, is the main distinguishing feature of multimodal transport from all other related modes of transport [21, p. 94].

Therefore, multimodal transport according to the stakeholder approach should be considered as transport of goods by two or more modes of transport that are organized by single operator, who is fully responsible for organization and implementation of transport process based on single transport document and single freight rate, while solving the tasks of reloading the goods, optimizing transport schemes, minimizing transport and logistics costs, as

well as maximizing the environmental conservation.

As, regulation of multimodal transport is a coordination of actions, that is, it is carried out due to a set of regulators (tools) activating a certain mechanism of state regulation of multimodal transport.

The borrowing of the term “mechanism” from technical fields of knowledge reflects its role in starting and maintaining the relevant processes (technical, social, economic, etc.). According to the general terminology dictionary, mechanism is a system that determines the order of implementation of a certain type of activity or process. According to the dictionaries of public administration, mechanism is considered as a set of tools for influencing the development of certain actions

(phenomena), their regulation, etc. [5, p. 411].

Thus, according to the stakeholder approach the mechanism of state regulation of multimodal transport should mean the set of tools for regulating the transport of goods by two or more modes of transport that are organized by single operator, who is fully responsible for organization and implementation of transport process based on single transport document and single freight rate, while solving the tasks of reloading the goods, optimizing transport schemes, minimizing transport and logistics costs, as well as maximizing the environmental conservation [22].

Conclusions and prospects for further study. Thus, according to the study results, the methodology of unification of various interpretations of the concept “mechanism of state regulation of multimodal transport of goods” and its fundamental determinants in the scientific thesaurus of the conceptual and categorical apparatus of public administration was proposed.

It was proved that the most complete interpretation of this concept is according to the stakeholder approach – as a set of tools for regulating the transport of goods by two or more modes of transport that are organized by single operator, who is fully responsible for organization and implementation of transport process based on single transport document and single freight rate, while solving the tasks of reloading the goods, optimizing transport schemes, minimizing transport and logistics costs, as well as maximizing the environmental conservation.

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STATE AND PUBLIC AND PUBLIC DEPARTMENT OF EDUCATION IN THE CONTEXT OF THE IMPLEMENTATION OF ORGANIZATIONAL MECHANISMS OF PUBLIC ADMINISTRATION

Abstract. The presented research reveals the essence of the phenomena of state-public and public-state management of general secondary education, organizational mechanisms of public-state management, covers the genesis of scientists' views on these phenomena, analyzes the state of use of organizational mechanisms in practice, develops conceptual foundations of design and public-public administration, technologies of their implementation, the model of organizational mechanism and scientific-methodical support of its application is revealed, the interrelation between style of management and introduction of organizational mechanisms of public-state management in activity of establishments of general secondary education is proved. The urgency of the research problem is determined by the need to significantly restructure the

education management system, in particular, the search for new open and democratic models of governance, broad public involvement in the educational and management process. The research presented in the article in such a way that it can be used as a methodological recommendation for heads of general secondary education institutions and representatives of management structures and for self-education and in advanced training courses for managers or in the process of preparing a reserve of managers. It is established that the model of structural and public support assumes the presence at each level of the subordination vertical of management of ZZSO of the corresponding public structure and its resources.

Its main task is to carry out an independent examination of the state of this area of education and dialogue with the authorities to balance the interests of the public and relevant authorities, which results in balancing the requirements and resources of the state and the demands of citizens.

Keywords: public administration, public administration, general secondary education.

ДЕРЖАВНО-ГРОМАДСЬКЕ ТА ГРОМАДСЬКО-ДЕРЖАВНЕ УПРАВЛІННЯ ОСВІТОЮ В КОНТЕКСТІ РЕАЛІЗАЦІЇ ОРГАНІЗАЦІЙНИХ МЕХАНІЗМІВ ПУБЛІЧНОГО УПРАВЛІННЯ: ТЕРЕТИЧНІ ОСНОВИ

Анотація. Розкрито сутність феноменів державно-громадського й громадсько-державного управління закладом загальної середньої освіти, організаційних механізмів громадсько-державного управління. Висвітлено генезис поглядів учених щодо цих феноменів, проаналізовано стан використання організаційних механізмів у практиці, розроблено концептуальні засади конструювання та запровадження організаційних механізмів громадсько-державного управління, технології їх реалізації, розкрито модель організаційного механізму та науково-методичний супровід його застосування, обґрунтовано взаємозв'язок між стилем керівництва й впровадженням організаційних механізмів громадсько-державного управління у діяльність закладів загальної середньої освіти. Актуальність проблеми дослідження визначається необхідністю суттєвої перебудови системи управління освітою, зокрема, пошуку нових відкритих і демократичних моделей управління, широкого залучення громадськості до освітнього та управлінського процесу. Дослідження можуть використовуватися як методичні рекомендації для керівників закладів загальної середньої освіти та представників управлінських структур, так і для самоосвіти на курсах підвищення кваліфікації керівників чи в процесі підготовки резерву керівних кадрів. Встановлено, що модель структурно-громадського супроводу передбачає наявність на кожному рівні субординаційної вертикалі управління ЗЗСО відповідної громадської структури та її ресурсами. Основним завданням є здійснення незалежної експертизи стану цієї ділянки освітньої галузі та ведення діалогу з владними структурами для збалансування інтересів громадськості та відповідних

органів управління, результатом яких виступає збалансування вимог та ресурсів держави і запитів громадян.

Ключові слова: громадсько-державне управління, державно-громадсько-державне управління, заклад загальної середньої освіти.

ГОСУДАРСТВЕННО-ОБЩЕСТВЕННОЕ И ОБЩЕСТВЕННО-ГОСУДАРСТВЕННОЕ УПРАВЛЕНИЕ ОБРАЗОВАНИЕМ В КОНТЕКСТЕ РЕАЛИЗАЦИИ ОРГАНИЗАЦИОННЫХ МЕХАНИЗМОВ ПУБЛИЧНОГО УПРАВЛЕНИЯ: ТЕРМИЧЕСКИЕ ОСНОВЫ

Аннотация. Раскрыта сущность феноменов государственно-общественного и общественно-государственного управления учреждением общего среднего образования, организационных механизмов общественно-государственного управления. Освещено генезис взглядов ученых относительно этих феноменов, проанализировано состояние использования организационных механизмов в практике, разработаны концептуальные основы конструирования и внедрения организационных механизмов общественно-государственного управления, технологии их реализации, раскрыто модель организационного механизма и научно-методическое сопровождение его применения, обоснованно взаимосвязь между стилем руководства и внедрением организационных механизмов общественно-государственного управления в деятельности учреждений общего среднего образования. Исследования могут использоваться как методические рекомендации для руководителей учреждений общего среднего образования и представителей управленческих структур, так и для самообразования на курсах повышения квалификации руководителей или в процессе подготовки резерва руководящих кадров. Установлено, что модель структурно-общественного сопровождения предполагает наличие на каждом уровне субординационной вертикали управления ЗСО соответствующей общественной структуры и её ресурсами. Основной задачей является осуществление независимой экспертизы состояния этого участка образования и ведения диалога с властными структурами для сбалансирования интересов общественности и соответствующих органов управления, результатом которых является сбалансирование требований и ресурсов государства и запросов граждан.

Ключевые слова: общественно-государственное управление, государственно-общественное управление, заведение общего среднего образования.

Problem statement. The strategic tasks of reforming education management in Ukraine envisage the modernization of the management system and the transition from the administrative-bureaucratic to the public-state level.

The relevance of the research problem is determined by the need for a significant restructuring of the education management system, in particular, the search for new open and democratic management models, wide public involvement in the educational and management process. Despite 20 years of experience in reforming and transforming the education system in Ukraine, state-administrative methods and mechanisms in the management of the educational sector still prevail, despite the proclamation in the National Doctrine of the Development of Education in Ukraine and the Strategy for the Development of Education in Ukraine until 2021 of the transition to the state – public administration, democratization, decentralization of management, a clear delineation of management functions along the entire vertical, ensuring the self-government of the IGSE in the context of decentralization.

Analysis of recent publications on the subject. The theoretical basis of the research is formed by the foundations of the theory of management of educational systems and the essence of management mechanisms according to the conceptual foundations of mechanisms of public administration by G. Atamanchuk, V. Bakumenko, V. Lugovoy, N. Protasova, L. Parashchenko, etc.; scientific foundations of the management activities of the head of the educational institution V. Bondar, N. Vasilenko, V. Maslov, L. Kalinina, V. Pikel'noi and others; certain provisions of public administration G. Balykhin, A. Bochkareva, V. Grabovsky, L. Danilenko, I. Dovbysh, A. Zaichenko, M. Komarnitsky, Maslov, V. Lugovoy, A. Onats, A. Pastovensky,

T. Shamov; the theory of adaptive management and grounded models of state public administration by G. Elnikova. Aspects of effective management in the conditions of state-public and public-state management of the IGSE were considered to one degree or another in scientific works covering: the content of the professional activity of the leader (A. Derkach, M. Dyachenko, G. Elnikova, A. Zhuravlev, Yu. Zabrodin, L. Kalinina, E. Klimov, A. Leontiev, A. Nikiforov, V. Novikov, N. Protasova, G. Fedorov, etc.) innovative activities aimed at the development of the educational system (N. Vasilenko, L. Vaschenko, L. Danilenko, V. Zazvyaginsky, I. Zimnyaya, V. Kirillov, L. Mitina, V. Mosolov, V. Slastotin, V. Slobodchikov, etc.) requirements for the professional competence and culture of the leader (V. Andreev, V. Eronin, Yu. Konarzhevskiy, V. Krichevsky, A. Maron, R. Shakurov, V. Shepel and others) ways of solving the problem of managing the development of IGSE and the professional competence of a leader (V. Zvereva, L. Kalinina, V. Lazarev, T. Orlova, L. Plakhova, P. Tretyakov, A. Shamova) theoretical and methodological foundations, p Development of managerial professional and didactic competence of managers (V. Bondar, L. V. Vashchenko, V. Maslov, N. Klokar, N. Nichkalo, V. Oleinik, A. Onats, I. Osadchiy, A. Pometun, N. Pobirchenko, N. Protasova, L. Parashchenko, V. Sidorenko, S. Sysoeva, T. Sorochan).

Purpose of the article – to justify the theoretical foundations of democratic models of state public administration and state-public education management.

Presentation of the basic material.

The search for democratic models of state and public administration refers to alternative ways of widely involving the public in the educational and management process in the context of public administration. The research of S. Krysiuk is devoted to the conceptual foundations of the development of state and public education management. State public administration (according to S. Krysiuk) is a public administration that ensures maximum participation of citizens in the development of strategic directions for the development of education. The scientist views it as an open, democratic model of government, where the means of state influence are organically combined with public administration. As a type of social management in a democratic society, it obeys its general laws [1-14; 8].

S. Shevchenko defines state and public administration as a dynamic formation – a system of mutually agreed legal, economic, social, organizational and political processes, means, methods, levers, procedures, methods of purposeful impact of public administration bodies in education, scientific, professional and public circles on the quality of the system education and its result [14].

A. Zaichenko believes that state and public administration is not sufficiently institutionalized, because its real impact and functional ability are low. Public educational structures do not influence the processes, since they do not have the appropriate powers (for example, boards of trustees, parental committees, etc.) [5].

V. Bochkarev defines state and public administration as the activity of

subjects of state and public administration, as the integration of three areas of work: democratization of the activities of government bodies and education management; development of self-governing educational associations, unions, councils, etc.; organization of public education authorities, in which all segments of the population involved in educational activities will be represented [1]. The ways of combining public and state management of educational institutions are reflected in the models developed by G. Elnikova [4].

In particular, the model of structural and social support assumes the presence of a corresponding social structure and its resources at each level of the subordinate vertical of management of the IGSE. Its main task is to carry out an independent examination of the state of this area of education and conduct a dialogue with the authorities to balance the interests of the public and the relevant government bodies. The result is a balance between the demands and resources of the state and the demands of citizens [4].

The model of information and public support provides that state authorities, together with public non-profit organizations and educational institutions, organize counter flows of information. From top to bottom comes determination on information (normative-legal and social-value) from bottom to top – pretentious (reaction of performers, the public to deterministic information). At each stage of management, an adaptive structural unit is created, coordinating the counter flows of information and determining the vector of advantages [4].

In the model of subordination-intermediate partnership, vertical su-

bordination relations are very dynamic. The public is involved in the tasks, and the relationship is temporarily transformed into a partnership. Horizontal connections are extended at the time of the task. After reaching each partial goal, the created team dissolves and the vertical is renewed. The main purpose of the model is to create a mechanism of subordination-partnership relations in order to ensure mutual adaptation and achieve common advantages in operation [4].

A. Marchak analyzes the development of socially oriented education management. Publicly directed education management is a kind of flexible management, which involves involving the public in management decisions at different levels of the management vertical (from the Ministry of Education and Science to the student), establishing a mobile balance between society's demands and providing educational services IGSE to achieve maximum results. education, development of the territorial community. The task of socially oriented management of health care is to ensure the adaptation and coordination of the content of the educational process in health care with the educational needs of citizens. Under such management, the vector of influence changes from the bottom up, which creates conditions for the natural development of the child in the educational process of health, meeting the educational and cultural needs of the population (community). That is, such management can be considered public-state [11].

According to S. Korolyuk, in Ukraine, public administration is essentially public, although it has many

declarative features. She believes that an essential feature characterizing the transition from public to public education is the creation of non-governmental structures that expand the ability of schools to choose the ways of their resource provision (centers of educational technologies, resource centers, funds, etc.). It highlights the following features of public administration: general management of governmental and non-governmental organizations in the management of educational projects, public administration decisions with mandatory approval of the draft decision with the public, delegation of powers to structures representing the interests of certain groups. It defines public administration as a managerial activity carried out by civil society structures — voluntarily formed associations, associations and organizations of citizens implementing public education policy on the basis of democratic procedures of self-government and co-government.

The system of public administration of education includes: participants in the educational process, their governing bodies and public administration of education, the regulatory framework governing the activities of the subjects of public administration of the procedure, and the mechanisms of their interaction.

At the heart of public administration is the idea of an active role in ensuring the functioning, preservation and development of the school not only government agencies but also the public. The society is the initiator of various projects that contribute to the development of the school and the community [7].

We share the opinion of S. Korylyuk that for the implementation of public administration in Ukraine it is necessary to create real conditions, including: improving the regulatory framework, developing various ways and methods of activating community members, awareness of the benefits of co-management with the active participation of the community by the leaders educational environment of Institutional Report. Based on the SWOT analysis, we concluded that both types of government (state-public or public-state) in education provide for coordinated interaction between the state and society in fulfilling educational tasks, the ability to jointly effectively influence educational policy, making managerial decisions, existence of equal access to quality education. Both types of interaction are related, but differ in what structure (the state or the public) dominates in it: if the state, then such management will be state-public, if the public self-governing structures — public-state [2, 6; 12; 13].

In the context of the development of democracy and the expansion of co-management, the educational institution is doomed to close cooperation with public organizations and local communities. It can be really constructive partnership and real interaction in solving problems. Leaders, teachers, student government, and representatives of public structures should be prepared for this. This is possible due to scientifically grounded effective organizational mechanisms and technologies that eliminate the state monopoly on education and promote the transformation of schools from a state institution into a social institution in

the interests of the individual, society, and the state. The fulfilment of certain tasks requires serious preparation and readiness to work in the conditions of public administration from the head of the IGSE [3].

He must be able to analyse the interaction of the educational processes themselves, coordinate the organizational mechanisms of public administration and implement them in practice; be able to develop the conceptual foundations of their design and provide the procedural and substantive foundations of organizational mechanisms, master the technologies of their implementation; know the procedures and methods of modelling, procedures for introducing public administration into practice and provide scientific and methodological support for this process.

In scientific works, and this is confirmed by our research, it is noted that the development of public administration in education and an educational institution has many limitations and risks, many of which are due to stereotypes in the thinking of most subjects of education and representatives of society. These risks may include [9, 10]:

- striving to build vertical hierarchical relations with individuals and organizations for the powerful leaders;
- the danger of understanding public-state management interaction as strengthening the positions of one of the parties in the interests of others or as a new redistribution of the current management functions. There is a danger of “fragmentation” of civil society in the face of pressing social problems and the risk of the interests of groups that seek to achieve corporate, factio-

nal realization of their own interests at the expense of other interest groups.

Output. So, based on a detailed analysis of scientific works and practical experience, we concluded that the effectiveness of public administration is possible subject to the strengthening and use of the capabilities and potential of each of the parties, the connection between them for the development of general and managerial potential in the industry as a whole and in the general educational institution in particular, as well as a significant revision of the range of necessary management functions.

In the context of the democratization of society, this problem seems to be especially important and filled with new content, since the modern IGSE is a complex organization that unites teachers and student collectives, unions and associations of adults and children. In a democratic environment of an educational institution, each of the collectives and associations has the right to self-government, to independently resolve their issues, to satisfy the needs and interests in the educational process. The transition to a qualitatively new stable state of the education system as a whole, the introduction of public administration through the self-determination and self-development of different individuals, groups, communities, social and educational institutions are impossible without democracy, the public and state nature of intra-school management.

The priority of social goals, organizational and personal values, a person and a team is at the center of the organization and management processes. These are unconditional and indispu-

table principles for every head of the IGSE. At the same time, his task is to use various management tools and create organizational and psychological conditions that will have a mobilizing, stimulating, organizing, developing influence on all participants in the educational process in general and on each participant in particular.

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HISTORY OF FORMATION OF MECHANISMS FOR PUBLIC REGULATION OF ANTI-CORRUPTION

Abstract. The purpose of this study is to theoretically substantiate formation and development of mechanisms for public regulation of anti-corruption.

The article analyzes that the ability of the state to counteract the deployment of corruption schemes in government is a clear indicator of the effectiveness of public services and development of the country. This trend in Ukraine will encourage the improvement of public service system and open up new prospects for membership in the European Union.

It is confirmed that the first corrupt practices were found in primitive society and were most likely related to pagan beliefs. In those days, people were completely dependent on the forces of nature and tried to placate the gods by offering sacrifices and gifts.

It is determined that Babylon was the first place in the world to legislate the principles against corruption that was most often practiced in the judiciary. This document was called the Code of Hammurabi and dated back to the XVII century BC. It is proved that corruption-related offenses were most often practiced by

military commanders and representatives of the bureaucracy. Therefore, to avoid corrupt practices, public officials were elected on a competitive basis. The main condition for obtaining position was education of the individual, and given that only wealthy citizens could afford to get an education, the class of bureaucracy was formed only from wealthy members of society.

It is noted that the Middle Ages were characterized by an increased role of the church in the state, so representatives of religious elites owned the untold wealth and material goods, due to which the corruption also flourished here. Although in Catholicism it was considered a manifestation of depravity and contradicted the foundations of Christianity, the history, nevertheless, points to numerous facts of trade in indulgences and ecclesiastical titles.

Keywords: history, mechanisms for public regulation, anti-corruption, Laws of Manu, Ancient Babylon.

ІСТОРИЯ ФОРМУВАННЯ МЕХАНІЗМІВ ДЕРЖАВНОГО РЕГУЛЮВАННЯ У СФЕРІ БОРОТЬБИ З КОРУПЦІЄЮ

Анотація. Теоретично обґрунтовано становлення та розвиток механізмів державного регулювання у сфері боротьби з корупцією.

Проаналізовано, що яскравим показником дієвості функціонування державної служби та ефективності розвитку країни є здатність держави протидіяти розгортанню корупційних схем в урядових структурах. Така тенденція в Україні спонукатиме до вдосконалення системи державної служби та відкриє нові перспективи для членства у Європейському Союзі.

Підтверджено, що перші вияви корупції зустрічались ще й у первісному суспільстві, що, швидше за все, пов'язані саме з язичницькими віруваннями. У ті часи люди були повністю залежні від сил природи, тому за рахунок принесення жертв і подарунків, намагалися задобрити богів.

Визначено, що саме у Вавилоні було вперше у світі законодавчо встановлено засади боротьби з корупцією, що найчастіше виявлялася у судовій владі. Такий документ називався — закони Хаммурапі і датувався XVII ст. до н. е. Доведено, що корупційні правопорушення зустрічались найчастіше в діяльності воєначальників та представників чиновницького апарату. Тож, щоб уникнути корупційних виявів, склад посадових осіб органів публічної влади формувався на конкурсній основі. Головною умовою для отримання посади була освіченість особи, а отримання освіти могли собі дозволити лише заможні громадяни, тому клас чиновництва формувався лише із заможних членів суспільства.

Зазначено, що часи епохи Середньовіччя характеризуються підвищенням ролі церкви у державі, тому представники релігійних верхівок володіли незлічними багатствами та матеріальними благами, через що, тут, також, процвітала корупція. Хоча в католицизмі вона вважалась виявом гріховності й суперечила основам християнського віровчення, історія, все ж таки, вказує на численні факти торгівлі індульгенціями та церковними санами.

Ключові слова: історія, механізми державного регулювання, сфера боротьби з корупцією, Закони Ману, Стародавній Вавилон.

ИСТОРИЯ ФОРМИРОВАНИЯ МЕХАНИЗМОВ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ В СФЕРЕ БОРЬБЫ С КОРРУПЦИЕЙ

Аннотация. Теоретически обосновано становление и развитие механизмов государственного регулирования в сфере борьбы с коррупцией.

Проанализировано, что ярким показателем действенности функционирования государственной службы и эффективности развития страны есть способность государства противодействовать разрыванию коррупционных схем в правительственных структурах. Такая тенденция в Украине будет способствовать совершенствованию системы государственной службы и откроет новые перспективы для членства в Европейском Союзе.

Подтверждено, что первые проявления коррупции встречались еще в первобытном обществе и, скорее всего, связаны именно с языческими верованиями. В те времена люди были полностью зависимы от сил природы и, за счет принесения жертв и подарков, пытались задобрить богов.

Определено, что именно в Вавилоне впервые в мире законодательно установлены принципы борьбы с коррупцией, что чаще всего проявлялась в судебной власти. Такой документ назывался — законы Хаммурапи и датировался XVII в. до н. э. Доказано, что коррупционные правонарушения проявлялись чаще всего в деятельности военначальника и представителей чиновничьего аппарата. Поэтому, во избежание коррупционных проявлений, состав должностных лиц органов публичной власти формировался на конкурсной основе. Главным условием для получения должности была образованность человека, а получение образования могли себе позволить только состоятельные граждане, поэтому класс чиновничества формировался только из состоятельных членов общества.

Отмечено, что времена эпохи Средневековья характеризуются повышением роли церкви в государстве, поэтому представители религиозных вероучений владели несметными богатствами и материальными благами, из-за чего, здесь, также, процветала коррупция. Хотя в католицизме она считалась проявлением греховности и противоречила основам христианского вероучения, история, все же, указывает на многочисленные факты торговли индульгенциями и церковными санами.

Ключевые слова: история, механизмы государственного регулирования, сфера борьбы с коррупцией, Законы Ману, Древний Вавилон.

Problem statement. The large-scale corrupt practices in the activities of public authorities and non-governmental structures are considered to

day one of the most urgent problems of modern society. The corruption element can flourish in the activities of public structures in any country of the world, regardless of their level of development and place in world society. Moreover, we can say that corruption-related crimes in the activities of public authorities lead to the undermining of its legitimacy, low level of development of moral values in society and formation of mistrust from other countries, which significantly slows down their active interaction.

In my opinion, the ability of the state to counteract the deployment of corruption schemes in government is a clear indicator of the effectiveness of public services and development of the country. This trend in Ukraine will encourage the improvement of public service system and open up new prospects for membership in the European Union.

Thus, I believe that formation and implementation of the effective anti-corruption policy is one of the key tasks of public authorities, including, first of all, development and implementation of measures to fight corruption-related crimes, as well as measures to prevent and fight corruption in the public service system [1, p. 137].

Analysis of recent studies and publications shows that historical aspects of formation and development of corruption in the system of public authorities is the subject of scientific interest of national and foreign scientists, including V. Behlytsia [2], V. Bezrutchenko [3], A. Voloshenko [4], V. Hurkovskiy [5], V. Nonik [6], N. Pidberezhyk [7] and others.

The scientific works of the above-mentioned scientists reveal the study

of prerequisites for emergence of corruption element in the activities of public authorities and formation of anti-corruption policy of the state as a whole. However, in my opinion, historical aspects and prerequisites for formation of the effective mechanisms for state regulation of anti-corruption issues require more detailed study.

Purpose of the article. The purpose of the study is to theoretically substantiate formation and development of mechanisms for public regulation of anti-corruption.

Statement of basic material. Analyzing the historical development of corruption, we can state that its emergence coincides with emergence of statehood and dependent relations between people. The essence of corruption mechanism is to achieve own enrichment through non-competitive redistribution of benefits.

The first corrupt practices were found in primitive society and were most likely related to pagan beliefs. In those days, people were completely dependent on the forces of nature and tried to placate the gods by offering sacrifices and gifts [8].

The scientific works of A. Kachkin and T. Kachkina on the history of corruption and fight against it determine that the first written mentions of corruption were in the transcript of cuneiform of Ancient Babylon (III millennium BC). During the Sumerian Civilization (XXI century BC), the facts of fighting corruption-related crimes were already confirmed – the then ruler Urukagina punished officials who demanded illegal remuneration and abused their official position [9, p. 34–35].

We can also state that Babylon was the first place in the world to legislate the principles against corruption that was most often practiced in the judiciary. This document was called the Code of Hammurabi and dated back to the XVII century BC.

The first written records of corruption in the ancient world have survived: in the 320s BC, Cleomenes, the Greek governor of Egypt, abused his official position for his own profit by speculating on the supply of grain to Greece. This led to the fact that inhabitants of the country were on the verge of starvation, while the governor himself received the untold wealth [10, p. 139].

For the people of Ancient Rome, it was a matter of honor to fight corruption, including in matters of restricting the implementation of secret services and operations. That was demonstrated by electing public officials by drawing lots for the purpose of fair and objective elections without the right to be re-elected for a second term.

Thus, the praetor as the supreme official conducting the court cases was elected only for one year, and he performed his duties free of charge. And even in this case, the facts of abuse during the elections were confirmed, namely, bribery of voters by wealthy citizens. Therefore, the legislation of the Roman Empire provided for regulations to prevent such abuses [11].

The Politics of Aristotle is of particular importance in terms of study of the discourse field of formation of mechanisms for state regulation of anti-corruption. In the author's philosophical work, corruption acts not only as a set of offenses, but also as a negative phenomenon in the state, which,

under certain conditions, can lead to its decline [12].

Aristotle considered the introduction of the effective anti-corruption mechanism to be the basis for the stability of the state. Thus, special regulations were established at the legislative level to prevent officials from profiting from abuse the position [13, p. 10].

Thus, corruption developed together with development of public relations. In the Roman Empire, the concept "corumpere" meaning "judicial bribery" was used. Analyzing a number of historical chronicles of that time, we can state that corruption mechanisms were not as widespread as they are today. Therefore, there were no clear definitions of the essence of corruption, concept of corruption crime and list of signs of corruption offenses in the legislation of the then world [12, p. 73–74].

The origins of formation of anti-corruption activities go back to the time of the Ancient China and are rather severe. The first mention of anti-corruption activities dates back to the Shang dynasty.

V. Sidikhmeinov, who studied the history of state-building in China, studied this issue in his scientific works. He determined that corruption-related offenses were most often practiced by military commanders and representatives of the bureaucracy. Therefore, to avoid corrupt practices, public officials were elected on a competitive basis. The main condition for obtaining position was education of the individual, and given that only wealthy citizens could afford to get an education, the class of bureaucracy was formed only from wealthy members of society [9, p. 34-35]. It is this principle of forming

the power elite that became the basis for emergence of corruption in the state.

According to Yu. Pakhomov, this period was the starting point for the formation of public perception of the proper behavior of public officials. Therefore, the requirements of the legislation of that time on the activities of officials stated that mandatory knowledge of the laws, service to the people and compliance with the principle of integrity were the important features of the official.

The Laws of Manu, which date back to the second century BC, are also indicative in terms of the study. The provisions of this document reveal numerous requirements for the behavior of high officials. According to them, the officials managing public affairs should be punished for illegal profit and deprived of their own material values.

It is interesting that the Middle Ages were characterized by an increased role of the church in the state, so representatives of religious elites owned the untold wealth and material goods, due to which the corruption also flourished here. Although in Catholicism it was considered a manifestation of depravity and contradicted the foundations of Christianity, the history, nevertheless, points to numerous facts of trade in indulgences and ecclesiastical titles [4, p. 10; 13].

The peculiarity of the Medieval monarchy was that the supreme ruler committed corruption crimes by granting positions, titles, privileges and benefits at his own discretion or according to origin of the person. This was done to manipulate his surroundings.

Conclusions. According to the study, it can be concluded that forma-

tion and implementation of the effective anti-corruption policy is one of the key tasks of public authorities of Ukraine, including, first of all, development and implementation of measures to fight corruption-related crimes, as well as measures to prevent and fight corruption in the public service system. It is determined that corruption developed together with development of public relations. In the Roman Empire, the concept “*corrumpere*” meaning “judicial bribery” was used. Analyzing a number of historical chronicles of that time, we can state that corruption mechanisms were not as widespread as they are today. The origins of formation of anti-corruption activities go back to the time of the Ancient China and are rather severe. The first mention of anti-corruption activities dates back to the Shang dynasty.

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