

ISSN 2414-0562 (Print)

ISSN 2617-2224 (Online)

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)](https://doi.org/10.32689/2617-2224-2019-5(20))

NGO "UKRAINIAN ASSEMBLY
OF DOCTORS OF SCIENCE
IN PUBLIC ADMINISTRATION"

INTERREGIONAL ACADEMY
OF PERSONNEL MANAGEMENT



PUBLIC MANAGEMENT ПУБЛІЧНЕ УРЯДУВАННЯ

№ 5 (20) — December 2019

*Collection is trained in scientific partnership
with the Ukrainian Technological Academy*



Українська
Технологічна Академія



IIAS
International Institute
of Administrative Sciences



THE NETWORK OF INSTITUTES AND
SCHOOLS OF PUBLIC ADMINISTRATION
IN CENTRAL AND EASTERN EUROPE

Kyiv
ДП "Видавничий дім "Персонал"
2019

Редакція

Головний редактор
Романенко Євген Олександрович,
доктор наук з державного управління,
професор, академік Української Технологічної
Академії, Міжнародної Кадрової Академії
та Академії наук публічного управління,
заслужений юрист України
Заступник головного редактора
Жукова Ірина Віталіївна,
кандидат наук з державного управління, доцент

Публічне урядування
Свідоцтво KB 21596-11496 P

Видається з листопада 2015 року
Періодичність: 1 раз на квартал + 1 на рік
Друкується за рішенням Вченої ради
Міжрегіональної Академії управління персоналом
(Протокол № 10 від 30.10.2019)

Видання є таким, що реферується в міжнародних
та вітчизняних наукометричних базах:
Index Copernicus, PIIHC, ResearchBib, CiteFactor,
Turkish Education Index, Eurasian Scientific Journal
Index, Polish Scholarly Bibliography, Electronic
Journals Library, КиберЛенинка, Scientific Indexing
Services, Cosmos Impact Factor, Google Scholar,
“Україніка наукова”, “Джерело”.

Згідно Наказу Міністерства освіти і науки
України від 07.11.2018 № 1218 збірник
“Публічне урядування” внесено до Списку
друкованих періодичних видань, що включаються
до Переліку наукових фахових видань України,
яким присвоєно категорію “Б”.

Відповідальність за зміст, достовірність фактів,
цитат, цифр несуть автори матеріалів. Редакція
залишає за собою право на незначне редагування
і скорочення (зі збереженням авторського стилю та
головних висновків). Редакція не завжди поділяє
думки авторів та не несе відповідальність за надану
ними інформацію. Матеріали подано
в авторській редакції.

Передрук — тільки з дозволу редакції.

Адреса редакційної колегії: Андріївський узвіз,
буд. 11, оф. 68, м. Київ, Україна, 04070
E-mail: Assembly2015@ukr.net
www.vadnd.org.ua

Адреса видавництва:
ДП “Видавничий дім “Персонал”
просп. Червонозоряний, 119, літ. XX,
Київ, Україна, 03039



Українська
Технологічна Академія



IIAS
International Institute
of Administrative Sciences



NISPAcee
THE NETWORK OF INSTITUTES AND
SCHOOLS OF PUBLIC ADMINISTRATION
IN CENTRAL AND EASTERN EUROPE

Editorial

Editorial in Chief
Yevgen Oleksandrovych Romanenko,
Doctor of sciences in Public Administration, Professor,
Academician of the Ukrainian Technological Academy,
International Personnel Academy and Academy
of Sciences of Public Administration, Honored Lawyer
of Ukraine

Deputy Editor
Iryna Vitaliivna Zhukova,
PhD in Public Administration, assistant professor

Public management
Certificate KB 21596-11496 P

Published from november 2015
Pereodisity: 4 times on a year + one
Published by the decision of Academic council of
Interregional Academy of Personnel Management
(Protocol № 10 from October 30, 2019)

Collection is included to the international and
domestic scientometrics databases Index Copernicus
International, ResearchBib, CiteFactor, Turkish Edu-
cation Index, Eurasian Scientific Journal Index, Polish
Scholarly Bibliography, Electronic Journals Library,
РИНЦ, КиберЛенинка, Scientific Indexing Services,
Google Scholar, Cosmos Impact Factor, “Україніка
наукова”, “Джерело”.

According to the Order of the Ministry of Education
and Science of Ukraine dated November 7, 2018,
№ 1218, the collection “Public management”
is included in the List of printed periodicals, which are
included in the List of scientific professional editions
of Ukraine, which have been assigned the category “B”.

The authors are responsible for the content,
accuracy of the facts, quotes, numbers. The editors
reserves the right for a little change and reduction
(with preservation of the author's style and main
conclusions). Editors can not share the world
views of the authors and are not responsible for the
information provided. Materials filed
in the author's edition.

Reprinting — with the editorial's permission strictly.

Address of the editorial board: 11, Andriyivskyy
Descent, office 68, Kyiv, Ukraine, 04070
E-mail: Assembly2015@ukr.net
www.vadnd.org.ua

Address of the editorial:
ДП “Видавничий дім “Персонал”
prospekt Chervonozorjanij, 119 lit. XX,
Kyiv, Ukraine, 03039

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

Заступник головного редактора — Жукова Ірина Віталіївна, кандидат наук з державного управління, доцент, завідувач кафедри професійної освіти та управління навчальним закладом Міжрегіональної Академії управління персоналом.

Редакційна колегія

1. Акімова Людмила Миколаївна — кандидат економічних наук, доцент, доцент кафедри фінансів та природокористування Національного університету водного господарства та природокористування, Заслужений працівник освіти України.

2. Андрущенко Тетяна Вікторівна — доктор політичних наук, професор, провідний науковий співробітник Інституту вищої освіти Національної академії педагогічних наук України.

3. Афонін Едуард Андрійович — доктор соціологічних наук, професор, академік Української технологічної академії, заслужений діяч науки і техніки України, професор кафедри публічної політики та політичної аналітики Національної академії державного управління при Президентові України.

4. Балашов Анатолій Миколайович — доктор наук з державного управління, професор, професор кафедри публічного адміністрування Міжрегіональної Академії управління персоналом, президент Всеукраїнської академії наук публічного управління.

5. Бова Тетяна В'ячеславівна — доктор наук з державного управління, доцент, Херсонський національний технічний університет, професор кафедри державного управління і місцевого самоврядування.

6. Бодров Володимир Григорович — доктор економічних наук, професор, завідувач кафедри управління національним господарством та економічної політики Національної академії державного управління при Президентові України.

7. Бульба Володимир Григорович — доктор наук з державного управління, професор, декан факультету підготовки магістрів державного управління Харківського регіонального інституту державного управління Національної академії державного управління при Президентові України.

8. Бутирська Тетяна Олександрівна — доктор наук з державного управління, доцент, професор кафедри державного управління та

місцевого самоврядування Івано-Франківського національного технічного університету нафти і газу.

9. Валевський Олексій Леонідович — доктор наук з державного управління, старший науковий співробітник, провідний науковий співробітник Національного інституту стратегічних досліджень.

10. Ващенко Костянтин Олександрович — доктор політичних наук, Голова Національного агентства України з питань державної служби, член-кореспондент Національної академії педагогічних наук України, заслужений економіст України.

11. Вендт Ян Анджей — доктор хабілітований наук про Землю у сфері географії, професор, заступник директора з питань науки та розвитку Інституту океанографії та географії Гданського університету (Польща).

12. Гаєвська Лариса Анатоліївна — доктор наук з державного управління, доцент, заступник начальника управління з навчальної роботи — начальник відділу менеджменту знань Національної академії державного управління при Президентові України, професор кафедри управління освітою.

13. Гвожджевiч Сильвія — кандидат наук, кафедра адміністрації та національної безпеки Державної професійної вищої школи ім. Якуба з Парадижа в Гожуві-Великопольському (Гожув-Великопольський, Польща).

14. Гечбайя Бадри Нодарович — доктор економічних наук, асоційований професор, Батумський державний університет ім. Шота Руставелі, факультет економіки і бізнесу. Керуючий департаментом управління бізнесом (Грузія).

15. Гурковський Володимир Ігорович — доктор наук з державного управління, перший заступник директора ВГО "Центр дослідження проблем публічного управління".

16. Дачій Надія Василівна — доктор наук з державного управління, доцент, завідувач кафедри менеджменту і маркетингу Київ-

ського національного лінгвістичного університету.

17. Девадзе Анзор Хемидович — кандидат економічних наук, доктор економіки, професор, Батумський державний університет ім. Шота Руставелі, факультет туризму (Грузія).

18. Денисюк Світлана Георгіївна — доктор політичних наук, професор кафедри суспільно-політичних наук Вінницького національного технічного університету.

19. Довгань Валерій Іванович — доктор наук з державного управління, доцент, професор кафедри державного управління та місцевого самоврядування Хмельницького університету управління та права.

20. Драган Іван Олександрович — доктор наук з державного управління, старший науковий співробітник, професор кафедри економічної безпеки, публічного управління та адміністрування Житомирського державного технологічного університету.

21. Драгомирецька Наталія Михайлівна — доктор наук з державного управління, професор кафедри філософських та соціально-політичних наук Одеського регіонального інституту державного управління Національної академії державного управління при Президентові України.

22. Жулева Гергана — Доктор PhD, виконавчий директор болгарської урядової “Програми доступу до інформації” (Болгарія).

23. Іваницька Ольга Михайлівна — доктор наук з державного управління, професор, професор кафедри теорії та практики управління Національного технічного університету України “Київський політехнічний інститут ім. Ігоря Сікорського”.

24. Ірвін Студін — Доктор PhD, професор Школи державної політики та управління Університету Торонто, Президент Інституту питань XXI століття, головний редактор і видавець журналу Global Brief (Канада).

25. Кайдашев Роман Петрович — доктор юридичних наук, доцент, професор кафедри публічного адміністрування Міжрегіональної Академії управління персоналом.

26. Карташов Євген Григорович — доктор наук з державного управління, завідувач кафедри управління проектами та загальнофахових дисциплін, Інститут менеджменту

та психології Національної академії педагогічних наук України.

27. Кіслов Денис Васильович — доктор наук з державного управління, доцент, член-кореспондент Української Академії Наук, професор кафедри публічного адміністрування Міжрегіональної Академії управління персоналом.

28. Козаков Володимир Миколайович — доктор наук з державного управління, професор, професор кафедри державної політики та суспільного розвитку Національної академії державного управління при Президентові України.

29. Корнієвський Олександр Анатолійович — доктор політичних наук, професор, головний науковий співробітник Національного інституту стратегічних досліджень.

30. Кринична Ірина Петрівна — доктор наук з державного управління, доцент, професор кафедри державного управління та місцевого самоврядування Дніпропетровського регіонального інституту державного управління Національної академії державного управління при Президентові України.

31. Крюков Олексій Ігорович — доктор наук з державного управління, професор кафедри політології та філософії Харківського регіонального інституту державного управління Національної академії державного управління при Президентові України.

32. Литвин Юрій Олексійович — доктор наук з державного управління, професор, завідувач кафедри державного управління та місцевого самоврядування Академії муніципального управління.

33. Лопушинський Іван Петрович — доктор наук з державного управління, професор, Херсонський національний технічний університет, завідувач кафедри державного управління і місцевого самоврядування.

34. Мамічев Олексій Юрійович — доктор політичних наук, доцент, завідувач кафедри теорії та історії російського та зарубіжного права Владивостоцького державного університету економіки і сервісу (Росія).

35. Миколайчук Микола Миколайович — доктор наук з державного управління, професор, Одеський регіональний інститут державного управління Національної академії державного управління при Президентові України, професор кафедри економічної та фінансової політики.

36. Мікеладзе Едуард Важаєвич — кандидат економічних наук, професор, Хічарський навчальний університет ім. святої Тбел Абусерідзе, факультет економіки та бізнесу (Грузія).

37. Мішель Маффесолі — професор університету ім. Рене Декарта/Сорбонна — Париж V (Париж, Французька республіка).

38. Молодцов Олександр Володимирович — доктор наук з державного управління, доцент, професор кафедри державного управління та місцевого самоврядування Івано-Франківського національного технічного університету нафти та газу.

39. Мотренко Тимофій Валентинович — професор кафедри публічного адміністрування Міжрегіональної Академії управління персоналом, доктор філософських наук, професор, Академік Національної академії педагогічних наук України.

40. Науменко Раїса Андріївна — доктор наук з державного управління, професор, професор кафедри публічного управління та адміністрування Київського національного торговельно-економічного університету.

41. Наумкіна Світлана Михайлівна — доктор політичних наук, професор Державного закладу “Південноукраїнський національний педагогічний університет ім. К. Д. Ушинського” (м. Одеса).

42. Непомнящий Олександр Михайлович — доктор наук з державного управління, професор, академік Академії будівництва України, професор кафедри публічного адміністрування Міжрегіональної Академії управління персоналом, Заслужений будівельник України.

43. Новак-Каляєва Лариса Миколаївна — доктор наук з державного управління, доцент, професор кафедри державного управління Львівського регіонального інституту державного управління Національної академії державного управління при Президентові України.

44. Новаченко Тетяна Василівна — доктор наук з державного управління, доцент, професор кафедри парламентаризму та політичного менеджменту Національної академії державного управління при Президентові України.

45. Олуйко Віталій Миколайович — доктор наук з державного управління, професор, голова Хмельницького обласного територі-

ального відділення Антимонопольного комітету України.

46. Пархоменко-Куцевіл Оксана Ігорівна — доктор наук з державного управління, завідувач кафедри публічного адміністрування Міжрегіональної Академії управління персоналом.

47. Пивоваров Костянтин Володимирович — доктор наук з державного управління, професор кафедри публічного адміністрування Міжрегіональної Академії управління персоналом.

48. Пірен Марія Іванівна — доктор соціологічних наук, професор, Чернівецький національний університет імені Юрія Федьковича, завідувач кафедри.

49. Плющ Руслан Миколайович — доктор наук з державного управління, доцент, професор кафедри державного управління і місцевого самоврядування Херсонського національного технічного університету.

50. Половцев Олег Валентинович — доктор наук з державного управління, професор кафедри державного управління і місцевого самоврядування Херсонського національного технічного університету.

51. Радченко Олександр Віталійович — доктор наук з державного управління, професор, професор Університету Яна Длугоша в Ченстохові (Польща).

52. Ромат Євгеній Вікторович — доктор наук з державного управління, професор, завідувач кафедри маркетингу та реклами Київського національного торговельно-економічного університету.

53. Руденко Ольга Мстиславівна — доктор наук з державного управління, доцент, директор Науково-дослідного інституту публічного адміністрування та менеджменту Чернігівського національного технологічного університету.

54. Ручка Анатолій Олександрович — доктор соціологічних наук, професор, Інститут соціології НАН України, головний науковий співробітник.

55. Саханенко Сергій Єгорович — доктор наук з державного управління, професор кафедри державного управління і місцевого самоврядування Одеського регіонального інституту державного управління НАДУ при Президентові України.

56. Сіцинська Майя Володимирівна — доктор наук з державного управління, профе-

сор кафедри філософії та політології Національного університету державної податкової служби України.

57. Слінько Олександр Анатолійович — доктор політичних наук, професор, завідувач кафедри політології та політичного управління Воронежської філії Російської академії народного господарства та державної служби при Президентові Російської Федерації (Росія).

58. Соболева Наталя Іванівна — доктор соціологічних наук, старший науковий співробітник, Інститут соціології НАН України, провідний науковий співробітник.

59. Сурай Інна Геннадіївна — доктор наук з державного управління, доцент, професор кафедри публічного управління та публічної служби Національної академії державного управління при Президентові України.

60. Суший Олена Володимирівна — доктор наук з державного управління, доцент, Інститут соціальної та політичної психології НАПН України, завідувач лабораторії.

61. Тадеуш Троціковскі — доктор наук про управління, професор, член-кореспондент Регіональної Академії Менеджменту, Голова Правління Регіонального Центру Європейської Інтеграції (Польща).

62. Усаченко Лариса Михайлівна — доктор наук з державного управління, професор, професор кафедри публічного адміністрування Міжрегіональної Академії управління персоналом, Заслужений діяч науки і техніки України.

63. Халецька Аліна Анатоліївна — доктор наук з державного управління, професор, завідувач кафедри менеджменту орга-

нізацій та зовнішньоекономічної діяльності Волинського інституту економіки та менеджменту.

64. Філіпенко Тетяна В'ячеславівна — доктор наук з державного управління, професор Міжрегіональної Академії управління персоналом.

65. Жукова Ірина Віталіївна — кандидат наук з державного управління, доцент кафедри публічного адміністрування Міжрегіональної Академії управління персоналом.

66. Червякова Ольга Володимирівна — доктор наук з державного управління.

67. Чернишов Юрій Георгійович — доктор політичних наук, професор, завідувач кафедри Алтайського державного університету, директор Алтайської школи політичних досліджень (Росія).

68. Шайгородський Юрій Жанович — доктор політичних наук, доцент, головний науковий співробітник Інституту політичних і етнонаціональних досліджень ім. І. Ф. Курача НАН України.

69. Шпак Юрій Валерійович — доктор наук з державного управління, професор кафедри економіки підприємства Східноєвропейського університету економіки і менеджменту.

70. Якимчук Аліна Юріївна — доктор економічних наук, професор, професор кафедри державного управління, документознавства та інформаційної діяльності Національного університету водного господарства та природокористування.

71. Яутріте Брієде — доктор юридичних наук, професор, Латвійський університет, юридичний факультет (Латвія).

Editor in Chief — Yevhen Oleksandrovych Romanenko, Vice-Rector of Interregional Academy of Personnel Management, Doctor of sciences in Public Administration, Professor, Academician of the Ukrainian Technological Academy, International Personnel Academy and Academy of Sciences of Public Administration, Honored Lawyer of Ukraine.

Deputy Editor — Iryna Vitaliivna Zhukova, PhD in Public Administration, assistant professor.

Editorial board

1. Lyudmila Nikolayevna Akimova — PhD of economic science, assistant professor, assistant professor of the Department of finance and environmental sciences of the National University of Water and Environment, Honored Worker of Education of Ukraine.

2. Tetiana Viktorivna Andrushchenko — Doctor of Political Science, Professor, leading researcher of the Institute of Higher Education of National Academy of Educational Sciences of Ukraine.

3. Eduard Andriyovych Afonin — Doctor of sociological science, Professor, Professor of the Department of Political Analysis and Forecasting of the National Academy for Public Administration under the President of Ukraine.

4. Anatolii Mykolaiovych Balashov — Doctor of science in Public Administration, Professor, Professor of the Department of Public Administration of the Interregional Academy of Personnel Management, President of the Ukrainian Academy of Science of Public Administration.

5. Tetiana Viacheslavivna Bova — Doctor of science in Public Administration, Associate Professor of the Dept. of Public Administration and Local Self-Government of the Kherson National Technical University.

6. Volodymyr Hryhorovych Bodrov — Doctor of economic science, Professor, Head of the Dept. of administration of National Economy and Economic Policy of the National Academy of Public Administration under the President of Ukraine.

7. Volodymyr Hryhorovych Bulba — Doctor of Science in Public Administration, Professor, Dean of the Faculty of Masters Preparation of Public Administration of the Kharkov Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine.

8. Tetiana Oleksandrivna Butyrskya — Doctor of science in Public Administration, Associate Professor of the Dept. of Public Administration and Local Self-government of

the Ivano-Frankivsk National Technical University of Oil and Gas.

9. Oleksii Leonidovych Valevskiy — Doctor of science in Public Administration, Senior Researcher, Senior Research of the National Institute for Strategic Studies.

10. Kostiantyn Oleksandrovych Vashchenko — Doctor of Political Sciences, Head of the National Agency of Ukraine on Civil Service, member-correspondent of the National Academy of Pedagogical Sciences of Ukraine, Honored Economist of Ukraine.

11. Andrzej Jan Wendt — Habilitovany doctor of Earth Sciences in the field of geography, professor, Deputy Director from questions of Science and Development of Institute of the Oceanography and Geography of the Gdansk University (Poland).

12. Larysa Anatoliivna Haievskya — Doctor of science in Public Administration, Associate Professor, chief of Management from Educational Work is a Chief of Department of Management of Knowledge of the National Academy of State Administration at President of Ukraine, Professor of Department of Management Education.

13. Sylvia Hvozhdzhyevich — Candidate of Science, Dept. of Administration and the National Security of State Higher Professional School. named Jakub from Paradyzhu in Lublin-Velykopolckomu (Gorzow Wielkopolski, Poland).

14. Badry Nodarovych Hechbayya — Doctor of Economics, Professor Asotsiirovany, Batumi State University of Shota Rustaveli. Faculty of Economics and Business. Managing of the Dept. of business management (Georgia).

15. Volodymyr Ihorovych Hurkovskiy — Doctor of science in Public Administration, First Deputy Director of the NGO "Center of studies of problems of public administration".

16. Dadiy Nadezhda Vasiliivna — Doctor of Sciences in Public Administration, Associate Professor, Head of the Department of Management and Marketing of the Kyiv National Linguistic University.

17. Anzor Hemydovych Devadze — Candidate of economic science, Doctor of Economics, professor, Sh. Rustaveli Batumi State University, Dept. of Tourism (Georgia).

18. Svitlana Heorhiivna Denysiuk — Doctor of Political Science, Professor of the Dept. Sociopolitical Sciences of the Vinnitsa National Technical University.

19. Valerii Ivanovych Dovhan — Doctor of science in Public Administration, Associate Professor of the Dept. of Public Administration and Local Self — government of Khmelnytsky University of Management and Law.

20. Dragan Ivan Alexandrovich — Doctor of Science in Public Administration, Senior Researcher, Professor of the Department of Economic Security, Public Administration and Administration of Zhytomyr State Technological University.

21. Nataliia Mykhailivna Drahomiretska — Doctor of science in Public Administration, Professor of the Dept. of Philosophy and Social and Political Sciences of the Odessa Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine.

22. Gargana Zhuleva — Doctor PhD, Executive Director of the Bulgarian government's "Program of access to information" (Bulgaria).

23. Ivanitskaya Olga Mikhailovna — Doctor of Science in Public Administration, Professor, Professor of the Department of Theory and Practice of Management of the National Technical University of Ukraine "Kyiv Polytechnic Institute named after M. Sc. Igor Sikorsky".

24. Irvin Studin — PhD, Professor in the School of Public Policy and Governance of the University of Toronto, President of the Institute for XXI Century Questions, and also Editor-in-Chief and Publisher of Global Brief magazine (Canada).

25. Roman Petrovych Kaidashev — Doctor of juridical science, Associate professor, Professor of the Department of public administration of the Interregional Academy of Personnel Management.

26. Evgeny Grigoryevich Kartashov — Doctor of science in Public Administration, Head of the Department of Project Management and General Professional Disciplines, Institute of Management and Psychology of the National Academy of Pedagogical Sciences of Ukraine.

27. Kislov Denis Vasilievich — Doctor of Sciences in Public Administration, Associate Professor, Corresponding Member of the Ukrainian Academy of Sciences, Professor of the Department of Public Administration of the Interregional Academy of Personnel Management.

28. Volodymyr Mykolaiovych Kozakov — Doctor of science in Public Administration, Professor of public policy and social development of the National Academy of Public Administration under the President of Ukraine.

29. Oleksandr Anatoliiovych Kornievskyy — Doctor of Political Science, Associate professor, Chief Scientist of the National Institute for Strategic Studies (NISS).

30. Iryna Petrivna Krynychna — Doctor of science in Public Administration, Associate Professor, Professor Department of Public Administration and Local Self-Government of the Dnepropetrovsk Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine.

31. Oleksiï Igorevych Kryukov — Doctor of science in Public Administration, Professor of the Dept. of Political Science and Philosophy of the Kharkiv Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine.

32. Yurii Oleksiyovych Lytvyn — Doctor of science in Public Administration, Professor, Head of the Dept. of Public Administration and Local government of the Academy of Municipal Management.

33. Ivan Petrovych Lopushynskyy — Doctor of science in Public Administration, Professor, Head of the Dept. of public administration and local government of the Kherson National Technical University.

34. Oleksiï Yuriyovych Mamichev — Doctor of Political Science, Associate professor, Head of the Department of Theory and history of Russian and international law of the Vladivostok State University of Economics and Service (Russia).

35. Mykola Mykolaiovych Mykolai-chuk — Doctor of science in Public Administration, Professor of the Dept. of economic and financial policy of the Odessa Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine.

36. Edward Vazhayevych Mikeladze — Candidate of Economic Science, Professor, Tbel

Abuseridze Hichurskiy University. Faculty of Economics and Business (Georgia).

37. Michel Maffesoli — Professor of the Paris Descartes University/Paris V (Paris, the French Republic).

38. Oleksandr Volodymyrovych Molodtsov — Doctor of science in Public Administration, Professor of the Dept. of Public Administration and Local Self-government of the Ivano-Frankivsk National Technical University of Oil and Gas.

39. Tymofiy Valentinovich Motorenko — Professor of the Department of Public Administration of the Interregional Academy of Personnel Management, Doctor of Philosophy, Professor, Academician of the National Academy of Pedagogical Sciences of Ukraine.

40. Raisa Andriivna Naumenko — Doctor of Science in Public Administration, Professor, Professor of the Department of Public Administration and Administration of Kyiv National Trade and Economics University.

41. Svitlana Mykhailivna Naumkina — Doctor of Political Science, Professor of the South Ukrainian National Pedagogical University named after K. D. Ushynsky.

42. Oleksandr Mykhailovych Nepomniashchy — Doctor of science in Public Administration, Professor, Academician of Academy of building of Ukraine, Professor of the Department of Public Administration of the Interregional Academy of Personnel Management, Honored Builder of Ukraine.

43. Larysa Mykolaivna Novak-Kaliaieva — Doctor of science in Public Administration, Associate Professor, Professor of the Dept. of Public Administration of the Lviv Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine.

44. Tetiana Vasylivna Novachenko — Doctor of science in Public Administration, Associate Professor of the Dept. of parliamentary and political management of the National Academy of Public Administration under the President of Ukraine.

45. Vitalii Mykolaiovych Oluiko — Doctor of science in Public Administration, Professor, Head of Khmelnytsky regional territorial office of the Antimonopoly Committee of Ukraine.

46. Oksana Ihorivna Parkhomenko-Kutsevil — Doctor of science in Public Adminis-

tration, Head of the Department of Public Administration of the Interregional Academy of Personnel Management.

47. Konstantin Vladimirovich Pivovarov — Doctor of Science in Public Administration, Professor of the Department of Public Administration of the Interregional Academy of Human Resources Management.

48. Maria Ivanivna Piren — Doctor of Social Sciences, Professor, Head of the Dept. of the Chernivtsi National University.

49. Ruslan Mykolaiovych Plushch — Doctor of science in Public Administration, Associate Professor of the Dept. of Public Administration and Local Self-government of the Kherson National Technical University.

50. Oleh Valentynovych Polovtsev — Doctor of science in Public Administration, Professor of the Dept. of Public Administration and Local Self-government of the Kherson National Technical University.

51. Oleksandr Vitaliiiovych Radchenko — Doctor of science in Public Administration, Professor of the University of Jan Dluosha in Częstochowa (Poland).

52. Yevhenii Viktorovych Romat — Doctor of science in Public Administration, Professor, Head of the Dept. of marketing and advertising of the Kyiv National University of Trade and Economics.

53. Olha Mstyslavivna Rudenko — Doctor of science in Public Administration, Associate Professor, Director of the Research Institute of Public Administration and Management of the Chernihiv National Technological University.

54. Anatolii Oleksandrovych Ruchka — Doctor of Social Sciences, Professor, Chief researcher of the Institute of Sociology of National Academy of Science of Ukraine.

55. Serhii Yehorovych Sahanienko — Doctor of science in Public Administration, Professor of the Dept. of public administration and local government of the Odessa Regional Institute of Public Administration under the President of Ukraine of the National of Public Administration under the President of Ukraine.

56. Maiia Volodymyrivna Sitsinska — Doctor of science in Public Administration, Professor of the Dept. of Philosophy and Political Science of the National University of the State Tax Service of Ukraine.

57. Alexander Anatoliiiovych Slinko — Doctor of Political Science, Professor, Head of the Department of political science and politi-

cal administration of the Voronezh branch of the Russian Academy of National Economy and Public Service under the President of the Russian Federation (Russia).

58. Natalia Ivanivna Sobolieva — Doctor of Social Sciences, senior researcher, leading researcher of the Institute of Sociology of National Academy of Science of Ukraine.

59. Inna Hennadiivna Surai — Doctor of science in Public Administration, Associate Professor of the Department of Public Administration and Public Service of the National of Public Administration under the President of Ukraine.

60. Olena Volodymyrivna Sushyi — Doctor of science in Public Administration, Associate Professor, head of the laboratory of the Institute of Social and Political Psychology of the National Academy of Political Science of Ukraine.

61. Tadeusz Trocikowski — Doctor of Management Sciences, professor, corresponding member of the Regional Academy of Management, Chairman of the Regional Centre for European Integration (Poland).

62. Larysa Mykhailivna Usachenko — Doctor of science in Public Administration, Professor of the Department of Public Administration of the Interregional Academy of Personnel Management, Honored Worker of Science and Technology of Ukraine.

63. Alina Anatoliivna Khaletska — Doctor of science in Public Administration, Professor, Head of the Dept. of Management of Organizations and Foreign Activity of the Volyn Institute of Economics and Management.

64. Tetiana Viacheslavivna Filipenko — Doctor of science in Public Administration, Professor of the Interregional Academy of Personnel Management.

65. Iryna Vitaliivna Zhukova — Ph.D. in Public Administration, Associate Professor, Head of the Department of Professional Education and Management of the Educational Institution of the Interregional Academy of Personnel Management.

66. Olha Volodymyrivna Chervyakova — Doctor of science in Public Administration.

67. Yurii Heorhiiovych Chernyshev — Doctor of Political Science, Professor, Head of the Department of Altai State University, Director of the Altai School of Political Studies (Russia).

68. Yurii Zhanovych Shaigorodskyi — Doctor of Political Science, Associate professor, Chief Research Scientist of the I. F. Kuras Institute of Political and Ethnic Studies of the NAS of Ukraine.

69. Yurii Valeriiiovych Shpak — Doctor of science in Public Administration, Professor of the Dept. of Economics of the enterprise of the East European University of economics and management.

70. Alina Yuriivna Yakymchuk — Doctor of Economic Sciences, Professor, Professor of the Dept. of public administration, documentation and information activities of the National University of Water Household and Environment.

71. Jautrite Briede — Doctor of Law, Professor, University of Latvia, Faculty.

CONTENT

Aleksandrov A. V. Issues of information-analytical activity of public authorities in the writings of domestic and foreign thinkers	15	Kovach V. O. Forecasting the mechanism of the labor market management	109
Boyko O. P. The problem of formation of the election commissions in the system of development of the forms of representative democracy in Ukraine	24	Kozakov V. N., Lukianiuk O. N. Formation and implementation of the state-public communication in the field of consumer protection..	123
Vavreniuk S. A. Influence of the process of reforming the higher education of Ukraine on the healthy lifestyle of student youth ...	34	Kondratenko M. V. The main directions for improving quality of public services in amalgamated communities	134
Hrabovenko N. V. Ensuring quality of education as a priority area of public policy	44	Korobka I. N. Innovative approaches to the flight safety management of the aviation of the state emergency service of Ukraine	142
Dmitruk S. F. Analysis of the threat of government in the field of national security	56	Murashko V. S. Categorical and state-administrative aspects of the national security formation	154
Dovhan O. V., Lenda R. I. Fluctuation of sense in the process of deployment socio-communicative mechanism sn the public administration sphere	67	Petrenko O. M. The influence of social factors on improvement of state regulation of public passenger transport	164
Zhukova I. V. Methodological aspects of public-civic communication research	75	Porayko U. N. Theoretical basis of the formation of efficient macroeconomic policy and external borrowing management system in Ukraine	175
Karshieva A. I. Implementation of mediation in the state government industry in Ukraine	85	Romanenko Y. O. Agroclusters – innovative form of development of rural territories of Ukraine	185
Kyrychenko G. V. Nature of information and communication mechanisms of the image's formation of government authorities	97	Serniak O. I. “Demonopolization” of higher education as a component of national security of Ukraine (archetypal approach) ..	198

Suray I. G., Pylypenko O. A.

Features of personnel management in the
police of the Lithuanian Republic ... 210

Yarovoy T. S.

Modeling the systems of ensuring
the state security 224

Tytarenko L. M.,

Yatsenko V. A.

Professionalism of employees
in public administration
in the conditions of social
and political change 235

DEAR COLLEAGUES!

Please accept my heartfelt congratulations with the 20th edition of the professional from public administration collection “Public management”. During its existence, the publication is firmly entrenched in the information space, has formed an audience of professional and loyal readers. Today, the collection has published about 500 relevant scientific articles, circulation of each issue reaches 300 copies. For thousands of readers, the publication became an advisor and assistant, an objective informant and analyst, consultant and mediator in solving issues, problems of state studies and social and humanitarian policy.

We managed to bring together in the editorial staff a team of like-minded people, a professional authoritative authorial asset and to achieve high efficiency of publications, a professional approach to business. Due to this, the publication is included in the prestigious international scientometric databases Index Copernicus, ResearchBib, CiteFactor, Turkish Education Index, Eurasian Scientific Journal Index, Polish Scholarly Bibliography, Electronic Journals Library, RINC, CyberLeninka, Scientific Indexing Services, Cosmos Impact Factor, Google search engine Scholar.



The pages of the publication fundamentally and objectively cover issues of parliamentarism and political management, socio-political and socio-economic life of the country, public policy and information and digital technologies.

Sincerely grateful to the staff and all friends of the publication!

I wish you good health, happiness, optimism, new creative success for the benefit of the development of public administration in Ukraine!

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

A handwritten signature in dark ink, consisting of a stylized, elongated cursive script.

E. O. Romanenko

DEAR FRIENDS!



With great pleasure I sincerely and wholeheartedly congratulate the Editor-in-Chief, the founders, the editorial


board and the authors with a significant event and the release of the 20th issue of the authoritative, professional from public administration collection “Public management”.

I watch your publication closely, so I know that in each of its issues there is a discussion of the most pressing problems of modern public administration and public service, many raised and successfully solved by publishing theoretical issues of social development and public-power relations, European integration and national security management. .

Keep it up, even more confident to go to the hundredth and thousandth numbers!

Let the publication flourish, the reader's interest grow!

Successful and fruitful work, new ideas and achievements!

Sincerely,
Head of the Department of Political Science,
Sociology and Social Work
of the Interregional Academy of Personnel Management,
Doctor of Political Science, Professor,
Honored Worker of National Education of Ukraine  M. F. Golovatiy

UDC: 351

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-15-23](https://doi.org/10.32689/2617-2224-2019-5(20)-15-23)

Aleksandrov Alexander Vladimirovich,
Senior Lecturer, Department of Public Administration, Interregional Academy of Personnel Management, 03039, Kyiv, Str. Frometivska, 2, tel.: (044) 490-95-00, e-mail: shadow_lynxie@i.ua

ORCID: 0000-0002-5093-9644

Александров Олександр Володимирович,
старший викладач кафедри публічного адміністрування, Міжрегіональна Академія управління персоналом, 03039, Київ, вул. Фрометівська, 2, тел.: (044) 490-95-00, e-mail: shadow_lynxie@i.ua

ORCID: 0000-0002-5093-9644

Александров Александр Владимирович,
старший преподаватель кафедры публичного администрирования, Межрегиональная Академия управления персоналом, 03039, Киев, ул. Фрометовская, 2, тел.: (044) 490-95-00, e-mail: shadow_lynxie@i.ua

ORCID: 0000-0002-5093-9644



ISSUES OF INFORMATION-ANALYTICAL ACTIVITY OF PUBLIC AUTHORITIES IN THE WRITINGS OF DOMESTIC AND FOREIGN THINKERS

Annotation. The scientific article is devoted to the study of questions of information-analytical activity of the authorities in the writings of domestic and foreign thinkers. Modern scientific developments concerning the needs of analytical administration activity, which are determined by several conditions, are revealed. First, the administration as a high-tech activity is characterized by an increasing amount of miscellaneous information that is not suitable for direct use by the officials, because it requires special processing, taking into account the adopted administration paradigm and the tasks that have been solved. Secondly, modern administration is becoming more dynamic and situational, leading to an increased need for information data to make the right decision to meet them. The information-analytical structures provide diagnostics of situations for perception of the social tendencies, prevent the formation of negative public opinion and potential conflicts on the basis of complex recommendations.

It is substantiated that the information-analytical system of the public administration should take into account the diversity of decision-making processes and the specific activities of civil servants of all categories at different stages of the decision-making process.

It is determined that information-analytical support is necessary in the implementation of the following tasks:

- analysis and monitoring of the status of the administration objects;
- quality control over the implementation of the decisions and the effectiveness of administration mechanisms;
- analysis of external and internal problem situations and their forecast;
- documenting administration decisions and the process of preparing them;
- analysis of the quality of the decisions made;
- expertise on proposed solutions and problems, etc.

It has been proved that information-analytical activity has a number of objectives aimed at solving situations that require public-administrative decisions and consist in taking certain actions to monitor the accumulated information, structure it, make decisions to obtain additional information on the new initial task and so on. The most general definition of the purpose of information-analytical activity should be considered the creation of certain information products, which requires at least three requirements for scientific substantiation, truthfulness and timeliness of information.

Keywords: information-analytical activity of the authorities, state-administrative decisions, information support of the state bodies, analytical information, products of the information market.

ПИТАННЯ ІНФОРМАЦІЙНО-АНАЛІТИЧНОЇ ДІЯЛЬНОСТІ ОРГАНІВ ВЛАДИ У ПРАЦЯХ ВІТЧИЗНЯНИХ ТА ЗАРУБІЖНИХ МИСЛИТЕЛІВ

Анотація. Наукова стаття присвячена дослідженню питань інформаційно-аналітичної діяльності органів влади у працях вітчизняних та зарубіжних мислителів. Розкрито сучасні наукові напрацювання щодо потреб в аналітичній управлінській діяльності, які визначається кількома умовами. По-перше, управління як високотехнологічна діяльність характеризується зростаючою кількістю різної інформації, яка не підходить для безпосереднього використання управліннями, адже вимагає спеціальної обробки з урахуванням прийнятої парадигми управління та вирішених завдань. По-друге, сучасне управління стає більш динамічним та ситуативним, що призводить до зростання потреб в інформаційних даних для прийняття правильного рішення щодо їх задоволення. Інформаційно-аналітичні структури забезпечують діагностику ситуацій для сприйняття суспільних тенденцій, запобігають формуванню негативної громадської думки та потенційним конфліктам, на основі складених рекомендацій.

Обґрунтовано, що інформаційно-аналітична система забезпечення державного управління повинна враховувати різноманітність процесів

прийняття державно-управлінських рішень та специфіку діяльності державних службовців усіх категорій на різних етапах процесу прийняття рішень.

Визначено, що інформаційно-аналітичне забезпечення необхідно при реалізації наступних завдань:

- аналіз та моніторинг стану об'єктів управління;
- якісний контроль за виконанням рішень і ефективність роботи механізмів управління;
- аналіз зовнішніх та внутрішніх проблемних ситуацій та їх прогноз;
- документальне оформлення управлінських рішень та процес підготовки їх прийняття;
- аналіз якості прийнятих рішень;
- експертиза щодо запропонованих рішень та проблем тощо.

Доведено, що інформаційно-аналітична діяльність має ряд цільових направленостей на вирішення ситуацій, які вимагають прийняття державно-управлінських рішень і полягають у здійсненні певних дій щодо моніторингу накопиченої інформації, її структурування, прийняття рішень для одержання додаткової інформації по новому вихідному завданню тощо. Як найбільш загальне визначення мети інформаційно-аналітичної діяльності необхідно розглядати створення певних інформаційних продуктів, де необхідним є дотримання, як мінімум, трьох вимог щодо наукового обґрунтування, правдивості та вчасності інформації.

Ключові слова: інформаційно-аналітична діяльність органів влади, державно-управлінські рішення, інформаційне забезпечення державних органів, аналітична інформація, продукти інформаційного ринку.

ВОПРОС ИНФОРМАЦИОННО-АНАЛИТИЧЕСКОЙ ДЕЯТЕЛЬНОСТИ ОРГАНОВ ВЛАСТИ В ТРУДАХ ОТЕЧЕСТВЕННЫХ И ЗАРУБЕЖНЫХ МЫСЛИТЕЛЕЙ

Аннотация. Научная статья посвящена исследованию вопросов информационно-аналитической деятельности органов власти в трудах отечественных и зарубежных мыслителей. Раскрыты современные научные наработки относительно потребностей в аналитической управленческой деятельности, которые определяются несколькими условиями. Во-первых, управление как высокотехнологичная деятельность характеризуется растущим количеством различной информации, которая не подходит для непосредственного использования управленцами, ведь требует специальной обработки с учетом принятой парадигмы управления и решенных задач. Во-вторых, современное управление становится более динамичным и ситуативным, что приводит к росту потребностей в информационных данных для принятия правильного решения по их удовлетворению. Информационно-аналитические структуры обеспечивают диагностику ситуаций для восприятия общественных тенденций, предотвращают формирование негативного общественного мнения и потенциальных конфликтов на основе составленных рекомендаций.

Обосновано, что информационно-аналитическая система обеспечения государственного управления должна учитывать разнообразие процессов принятия государственно-управленческих решений и специфику деятельности государственных служащих всех категорий на разных этапах процесса принятия решений.

Определено, что информационно-аналитическое обеспечение необходимо при реализации следующих задач:

- анализ и мониторинг состояния объектов управления;
- качественный контроль за выполнением решений и эффективность работы механизмов управления;
- анализ внешних и внутренних проблемных ситуаций и их прогноз;
- документальное оформление управленческих решений и процесс подготовки их принятия;
- анализ качества принимаемых решений;
- экспертиза по предлагаемым решениям и проблемам и тому подобное.

Доказано, что информационно-аналитическая деятельность имеет ряд целевых направленностей на решение ситуаций, которые требуют принятия государственно-управленческих решений и заключаются в осуществлении определенных действий по мониторингу накопленной информации, ее структурированию, принятию решений для получения дополнительной информации по новой исходной задаче и тому подобное. Как наиболее общее определение цели информационно-аналитической деятельности необходимо рассматривать создание определенных информационных продуктов, где необходимо выполнение, как минимум, трех требований научного обоснования, правдивости и своевременности информации.

Ключевые слова: информационно-аналитическая деятельность органов власти, государственно-управленческие решения, информационное обеспечение государственных органов, аналитическая информация, продукты информационного рынка.

Formulation of the problem. At this stage of the existence of humanity entering the digital age, the information plays an increasingly important role and accumulates in such volumes and with such speed that in the modern world people are becoming less and less able to understand the nature of the invasion of its flow, to understand it perfectly and handle relevant data while pursuing their professional and other activities. Therefore, it

should be noted that effective public administration decisions cannot be based only on traditional administrative experience. That is why scientific knowledge, comprehensive awareness, the ability to analyze and predict the socio-political processes that affect state-building issues should be based on adequate perception of the information [1].

I would like to point out that due to the rapid changes of the social rea-

lity that are associated with the active development of the information technologies and society, there is a need to develop models and new approaches to the public administration that will be built on the joint work of different actors of the social and economic development, in order to achieve goals of social consensus on the use of target data and will have the flexibility to respond to changes in the internal and external environment, etc. Of course, the analytical support of high-quality information-administration activity has a significant influence.

The information-analytical activities are an integral part of the functioning of the public administration. Application and widespread use of the modern information technologies in the administration provides informational-analytical support in decision-making of the state bodies at all levels, accompanies the information component of the socio-economic development of the state and its regions, satisfies information needs of the civil servants, different categories of citizens, creating the necessary conditions for active public opinion on the quality of work of the authorities and the services they provide to the population.

Analysis of the recent research and publications. A review of recent research on this issue demonstrates the interest of the scientists in the theoretical and practical aspects of the outlined problem, namely, information-analytical support in the formation of administration decisions. Information-analytical activity of the competent authorities, the role of information in the decision-making process is the subject of research of various scientists:

V. Bakumenko, A. Dehtyar, I. Drevitska, Yu. Mashkarov, V. Moroz, N. Nyzhnyk, Ye. Romanenko, V. Tertychka, V. Tron and others. Here, for example, I. Ibrahimova deals with the problems of applying new methods of analytical work in the public administration. In Ukraine, I. Klimenko, M. Shvets and others are engaged in researching the development of the information society. They describe in their works the introduction of e-governance technologies in Ukraine. A number of works, in particular, by R. Kalyuzhny and L. Polyakova, are devoted to defining ways of improving the institutional support of the organizational, legal, personnel and other information processes of the public administration. However, given the interest of the experts and scholars in the information-analytical activities of the authorities in improving it, many theoretical, methodological and practical issues remain unresolved.

The purpose of the article is to reveal the theoretical aspects of the issue of information-analytical activity of the authorities in the writings of domestic and foreign thinkers.

Outline of the main research material. The concept of "information-analytical activity" is quite common in the literature on public administration. Thus, according to V. Popov, information-analytical activity is the activity of information-analytical divisions of the state bodies and private corporations that provide information processes, form information relations, which help to manage and facilitate administration processes, on the basis of diagnostics, forecasting and modeling of the information processes

and contribute to their practical implementation [2].

K. Markelov believes that information-analytical activity – the activity of analysts and analytical groups interested in the study and modeling of the information society, the formation of methodology of the social administration using the mass media, practice of managing information processes [3].

P. Shpyha considers that information-analytical activity is a direction of information activity, that is: “information-analytical activity is a sphere of activity that is especially relevant for the identification, development, storage and dissemination of information in the sphere of administration, political and economic activities” [4]. In my opinion, if we consider information-analytical activity as a direction or type of information activity, then information activity should be broader in content, and based on these definitions, on the contrary, information-analytical activity includes information activity as one of the components.

According to A. Parkhomenko, information-analytical activity functionally and scientifically intersects with state-administrative activity, using the capabilities of information-analytical services, is actively implemented through information products and services aimed at fulfilling the task of qualitative-meaningful transformation of the information [5].

From the point of view of O. Nesterenko, information-analytical activity is a complex of actions and measures for substantiation, decision-making, using methods and tools of data collection, processing and analysis based on information technologies [6].

If we consider information-analytical activity from the point of view of the legislative level, it does not meet there, except as in the Order of the State Committee for Communications and Informatization of Ukraine “On Approval of the Methodology for Determining the Affiliation of Budget Programs in the Sphere of Informatization” of June 6, 2003, № 97, where this concept is considered to mean: “information-analytical activity is a concept, methods and tools for collecting, processing and analyzing data based on information, a certain set of actions and measures based on regulatory and methodological materials” [7].

So, as we can see, the content of information-analytical activity is to separate from the total information flow the maximum amount of relevant information. Based on these definitions, we distinguish the following features of information-analytical activity:

- 1) operates with the help of special units of the information-analytical services;
- 2) bears ancillary, applied character;
- 3) ensures the quality and efficiency of the performance of functions by the state bodies;
- 4) the main elements of its content are: collection, accumulation, processing, analysis, use and dissemination of the information.

In turn, information-analytical activity has a number of goals aimed at solving situations that require public-administrative decisions and are to take certain actions to monitor the accumulated information, structure it, make decisions to obtain additional information on the new original task and so on. The most general definition

of the purpose of the information-analytical activity should be considered the creation of certain information products, where it is necessary to comply with at least three requirements for scientific substantiation, truthfulness and timeliness of the information [8].

In my opinion, it is not uncommon for information-analytical activities to be compared with information activities and to reduce the provision of information to the public authorities. This is one of the main shortcomings in understanding the essence of information-analytical activity, because in today's context, it is a major factor in the development of a democratic society responsible for the stability of the state and performs such important *functions* [9]:

1. **Administration** — manages information at all the stages of administration activity: preparation, administration decisions, control practice.

2. **Diagnostic** — getting an objective picture of the situation, diagnosis.

3. **Warning** — explores problems, dangerous conflicts that allow them to be avoided.

4. **Cognitive-mental** — the content of the events promotes a change in understanding, changes the thinking of the officials.

Thus, information-analytical activity is reduced to two important factors of its formation: first, with the help of it the direct result of finding the optimal administration decision is obtained; second, the indirect result is the change in the perception of the object or event that the officials are analyzing.

Incidentally, in many countries, including Ukraine, the importance and

meaning of the analytical services in the government, social processes and party affairs is still underestimated. Without exaggeration, such disrespect for analytics threatens the national security of the country, as analytical information is the most valuable product in the information market. Increasing the impact of globalization on almost all the processes of the social existence leads to the formation of a global information society, a paradigm shift in information-analytical support for the government, in which information has become a strategic resource.

According to the estimates and results of the research of domestic and foreign scientific schools, it can be said that information-analytical activity became the object of various scientific researches in the sphere of the public administration, namely: methodological support of the information-analytical activity of the state and local bodies; information-analytical activities in the regional administration system; information-analytical support for the activities of the competent authorities; characteristics of information activities and analytical services of the regions, etc.

Conclusions. Having studied various scientific works of many scientists, it is concluded that information-analytical activity is a complex of actions aimed at improving the effectiveness of the state-administrative and political activities based on understanding of the nature, causes, trends of events and incidents in politics, based on the review and assessment of the situation, development results, recommendations, analyzes and information processing using a number of technologies,

including methods of collecting and processing information that characterize the subject of the governmental influence, as well as evaluation of the political decisions, specific methods of diagnosis, analysis and synthesis. The information-analytical activity consists in providing the decision-makers with the opportunity to carry out state-administrative, political, economic and other activities under the pressure of time with incomplete, unclear or controversial information about the processes under study.

REFERENCES

1. Hantsiuk T. D. (2018). Informatsiino-analitychne zabezpechennia diialnosti orhaniv publichnoi vlady v Ukraini: dzhereloznavchy analiz dyskursnoho polia [Information and analytical support of the activity of public authorities in Ukraine: source analysis of the discourse field]. *Derzhavne upravlinnia: udoskonalennia ta rozvytok – Public administration: improvement and development*, 8. Retrieved from <http://www.dy.nayka.com.ua/?op=1&z=1287> [in Ukrainian].
2. Popov V. D., Mukhamedova L. I. (2007). *Sotsialnaia informatsiologiia* [Social information science]. (2nd ed.). Moscow: Izd-vo RAGS [in Russian].
3. Markelov K. V. *Analiticheskoe myshlenie spetsialista po rabote s informatsiei* [Analytical Thinking of the Information Specialist]. Moscow: Izd-vo RAGS [in Russian].
4. Shpyha P. S. (2004). Informatsiino-analitychne zabezpechennia zovnishnoi polityky [Information and Analytical Support of Foreign Policy]. Kyiv: Kyiv. mizh nar. un-t. [in Ukrainian].
5. Parkhomenko O. V. (2006). Informatsiino-analitychne zabezpechennia protsesu pryiniattia rishen v systemi naukovo-tekhnichnoi informatsii [Information analytical support of decision-making process in the system of scientific and technical information]. *Candidate's thesis*. Kyiv [in Ukrainian].
6. Nesterenko O. V. (2005). *Osnovy pobudovy informatsiino-analitychnykh system orhaniv derzhavnoi vlady* [Fundamentals of building information-analytical systems of state authorities]. Kyiv: Nauk. Dumka [in Ukrainian].
7. Nakaz Derzhavnoho komitetu zviazku ta informatyzatsii Ukrainy “Pro zatverdzhennia Metodyky vyznachennia nalezhnosti biudzhethnykh prohram do sfery informatyzatsii” : vid 06 chervnia 2003 r., № 97 [Order of the State Committee of Communication and Informatization of Ukraine “On approval of the Methodology for determining the appropriateness of budget programs in the field of informatization” from June 06 2003, № 97]. (2003). *Ofitsiinyi visnyk Ukrainy – Official Bulletin of Ukraine*, 26. Art. 315 [in Ukrainian].
8. Kurnosov Yu. V., Konotopov P. Yu. (2004). *Analitika: metodologiya, tekhnologiya i organizatsiya informatsionno-analiticheskoy raboty* [Analytics: methodology, technology and organization of information and analytical work]. Moscow: Rusaki [in Russian].
9. Surmin Yu. P. (2003). *Teoriya sistem i sistemnyy analiz* [Theory of systems and system analysis]. Kyiv: MAUP [in Russian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Ганцюк Т. Д. Інформаційно-аналітичне забезпечення діяльності органів публічної влади в Україні: джерелознавчий аналіз дискурсного поля [Електронний ресурс] / Т. Д. Ганцюк // Електронне видання

- “Державне управління: удосконалення та розвиток”. № 8. 2018. Режим доступу: <http://www.dy.nauka.com.ua/?op=1&z=1287>
2. Попов В. Д. Социальная информатология : словарь / сост. Л. И. Мухамедова; под. общ. ред. В. Д. Попова. 2-е изд. М.: Изд-во РАГС, 2007. С. 53.
 3. Маркелов К. В. Аналитическое мышление специалиста по работе с информацией: лекция / К. В. Маркелов. М.: Изд-во РАГС, 2007. С. 3.
 4. Шпица П. С. Інформаційно-аналітичне забезпечення зовнішньої політики: конспект лекцій / П. С. Шпица. К. : Київ. між нар. ун-т, 2004. С. 14–16.
 5. Пархоменко О. В. Інформаційно-аналітичне забезпечення процесу прийняття рішень в системі науково-технічної інформації : дис. ... канд. екон. наук : 08.02.02 / О. В. Пархоменко. К., 2006. С. 42–45.
 6. Нестеренко О. В. Основи побудови інформаційно-аналітичних систем органів державної влади / О. В. Нестеренко. К.: Наук. думка, 2005. С. 40.
 7. Про затвердження Методики визначення належності бюджетних програм до сфери інформатизації : Наказ Державного комітету зв'язку та інформатизації України від 6 червня 2003 р. № 97 // Офіц. вісн. України. 2003. № 26. Ст. 315.
 8. Курносов Ю. В. Аналитика: методология, технология и организация информационно-аналитической работы / Ю. В. Курносов, П. Ю. Конотопов. М. : Русаки, 2004. С. 63.
 9. Сурмин Ю. П. Теория систем и системный анализ: учеб. пособие / Ю. П. Сурмин. К.: МАУП, 2003. С. 271.



UDC: 351.342.8

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-24-33](https://doi.org/10.32689/2617-2224-2019-5(20)-24-33)

Boyko Olena Petrivna,

Candidate of Sciences in Public Administration, Doctoral Student, Department of Public Administration and Public Service, National Academy of Public Administration under the President of Ukraine, 03057, Kyiv, Str. Antona Cedika, 20, nikal@bigmir.net, +38 (067) 447-34-35

ORCID: 0000-0003-3718-1039

Бойко Олена Петрівна,

кандидат наук з державного управління, докторант кафедри публічного управління та публічної служби, Національна академія державного управління при Президентові України, 03057, м. Київ, вул. Антона Цедіка, 20, nikal@bigmir.net, +38(067)447-34-35

ORCID: 0000-0003-3718-1039

Бойко Елена Петровна,

кандидат наук по государственному управлению, докторант кафедры публичного управления и публичной службы, Национальная академия государственного управления при Президенте Украины, 03057, г. Киев, ул. Антона Цедика, 20, nikal@bigmir.net, +38 (067)447-34-35

ORCID: 0000-0003-3718-1039

THE PROBLEM OF FORMATION OF THE ELECTION COMMISSIONS IN THE SYSTEM OF DEVELOPMENT OF THE FORMS OF REPRESENTATIVE DEMOCRACY IN UKRAINE

Abstracts. The article determines that the formation of the election commissions is an important component of the organizational and legal foundations of the electoral process, and therefore it is relevant to identify the main problems of the process. The author states that the procedure for forming the election commissions, in accordance with the national legislation, is determined by the profile election laws, depending on the type of election. The article also analyzes the legal norms that determine the basic dispositions of forming the election commissions. The main problems of formation of the election commissions, such as the principles of recognition of the right to be a member of the election commissions, in par-

ticular at the local elections, the legal personality of nominating the candidates for positions in the commission, the issues of relations between the subjects and the objects of the submission, the complexity of the professional training of the members of the election commissions. The article analyzes the criteria that limit the citizens' right to the membership in the election commissions. Attention is drawn to the absence of a legal norm for recalling a member of the election commission to the lower level at the initiative of the subject of the submission. The problem is also the unclear regulation of the principles of formation of the main election commission, which is the Central Election Commission. The author also points to the existing system of the education and training of the election commission members. Based on the results of determining the problems of formation of the election commissions at different levels, the author proposes to improve the electoral legislation in terms of improving the professional training of the candidates for the office, strengthening the democracy and at the same time more clearly regulating the procedure for forming the main election commission, which is the Central Election Commission, ensuring the motivation of election commissions and the lower link. The author emphasizes the importance of reviewing the approaches to determining the subject of the election commission membership.

Keywords: elections, election commissions, subject of the formation of the election commissions, Central Election Commission, representative democracy.

ПРОБЛЕМАТИКА ФОРМУВАННЯ ВИБОРЧИХ КОМІСІЙ В СИСТЕМІ РОЗВИТКУ ФОРМ ПРЕДСТАВНИЦЬКОЇ ДЕМОКРАТАТІЇ В УКРАЇНІ

Анотація. Визначено, що формування виборчих комісій є важливою складовою організаційно-правових засад виборчого процесу, а відтак є актуальним визначення основних проблем процесу. Автор зазначає, що порядок формування виборчих комісій, відповідно до вітчизняного законодавства, визначається профільними законами про вибори в залежності від виду виборів. Проаналізовано також правові норми, що визначають основні диспозиції формування виборчих комісій. Визначено основні проблеми формування виборчих комісій як то принципи визнання права бути членом виборчої комісії зокрема на місцевих виборах, правосуб'єктність висування кандидатів на посади в комісії, питання взаємовідносин суб'єктів та об'єктів подання, складність професійної підготовки членів виборчих комісій. Проаналізовано критерії, які обмежують право громадян на членство у виборчих комісіях. Акцентовано увагу на відсутності правової норми відкликання члена виборчої комісії середнього на нижчого рівня за ініціативою суб'єкта подання. Проблемою також є нечітка регламентація принципів формування головної виборчої комісії, якою є Центральна виборча комісія. Автор зазначає на наявній системі навчання та підготовки членів виборчих комісій. За результатами визначення проблем формування виборчих комісій різних рівнів автор пропонує удосконалення виборчого законодавства в частині підвищення професійної підготовки кандидатів на посади, посилення де-

мократичності і водночас більш чіткої регламентації порядку формування головної виборчої комісії, якою є Центральна виборча комісія, забезпечення вмотивованості до роботи членів виборчих комісій середньої та нижчої ланки. Автор акцентує увагу на важливості перегляду підходів до визначення суб'єкта подання до складу виборчих комісій.

Ключові слова: вибори, виборчі комісії, суб'єкт формування виборчих комісій, Центральна виборча комісія, представницька демократія.

ПРОБЛЕМАТИКА ФОРМИРОВАНИЯ ИЗБИРАТЕЛЬНЫХ КОМИССИЙ В СИСТЕМЕ РАЗВИТИЯ ФОРМ ПРЕДСТАВИТЕЛЬНОЙ ДЕМОКРАТИИ В УКРАИНЕ

Аннотация. Определено, что формирование избирательных комиссий является важной составляющей организационно-правовых основ избирательного процесса, а следовательно является актуальным определение основных проблем процесса. Автор отмечает, что порядок формирования избирательных комиссий, согласно отечественному законодательству, определяется профильными законами о выборах в зависимости от вида выборов. Проанализированы также правовые нормы, определяющие основные диспозиции формирования избирательных комиссий. Определены основные проблемы формирования избирательных комиссий как принципы признания права быть членом избирательной комиссии в частности на местных выборах, правосубъектность выдвижения кандидатов на должности в комиссии, вопрос взаимоотношений субъектов и объектов представления, сложность профессиональной подготовки членов избирательных комиссий. Проанализированы критерии, ограничивающие право граждан на членство в избирательных комиссиях. Акцентируется внимание на отсутствии правовой нормы отзыва члена избирательной комиссии среднего и низшего уровня по инициативе субъекта представления. Проблемой также является нечеткая регламентация принципов формирования главной избирательной комиссии, которой является Центральная избирательная комиссия. Автор также акцентирует на существующей системе обучения и подготовки членов избирательных комиссий. По результатам определения проблем формирования избирательных комиссий различных уровней автор предлагает усовершенствование избирательного законодательства в части повышения профессиональной подготовки кандидатов на должности, усиление демократичности и одновременно более четкой регламентации порядка формирования главной избирательной комиссии, которой является Центральная избирательная комиссия, обеспечения мотивации к работе членов избирательных комиссий среднего и низшего звена. Автор акцентирует внимание на важности пересмотра подходов к определению субъекта представления в состав избирательных комиссий.

Ключевые слова: выборы, избирательные комиссии, субъект формирования избирательных комиссий, Центральная избирательная комиссия, представительная демократия.

Formulation of the problem. The organizational and legal foundations of the electoral process are the basis for ensuring the legitimacy of the election process and the results of the elections or referenda. The main problems for today in Ukraine are the professionalization of the election commission members, their motivation, political impartiality. The system of the formation of the election commissions should be transformed and aimed at debureaucratization, strengthening of the motivation to work, revision of the sanctions for violation of the current legislation, improvement of the legal education of the candidates for positions.

Analysis of the recent research and publications. Issues of organizational and legal foundations of forming the election commissions in Ukraine have been addressed by such national scientists and practitioners as O. Batanov, N. Bohasheva, A. Voytsekhovska, V. Kovtunets, Y. Klyuchkovsky, O. Marchenko, G. Mykhaylyuk, M. Ryabets, and others. However, the issue of a comprehensive approach to improving the quality of the formation of the election commissions remains poorly understood.

Formulation of the goals of the article. To identify the issues of the formation of the election commissions in the system of development of the forms of representative democracy.

Presentation of the main material. The legal definition of the election commissions is in the current Law of Ukraine "On the Election of the President of Ukraine": "Election commissions are special collegial state bodies authorized to organize the prepara-

tion and holding of the elections of the President of Ukraine and to ensure full and equal observance of the legislation of Ukraine on the election of the President of Ukraine" [1]. The same definition is contained in the provisions of the current Law of Ukraine "On Elections of People's Deputies of Ukraine": "Election commissions are special collegial bodies authorized to organize the preparation and holding of the elections of the deputies and to ensure the observance and uniform application of the legislation of Ukraine on the elections of the deputies" [2]. However, the Law "On Local Elections" of Ukraine does not contain such a definition. The determination of the Central Election Commission as a permanent collegial state body "acting on the basis of the Constitution of Ukraine, this and other laws of Ukraine and empowered to organize the preparation and holding of the elections of the President of Ukraine, People's Deputies of Ukraine, deputies of the Verkhovna Rada of the Autonomous Republic of Crimea, deputies of the local councils and village, settlement heads, city mayors, all-Ukrainian and local referenda in the manner and within the limits established by this and other laws of Ukraine" is provided in the Law of Ukraine and "On the Central Election Commission" [3]. As there is currently no legislative support for the local and nationwide referenda, referendum commissions, their definition, status and principles of formation remain uncertain. The procedure for forming the election commissions is determined by the profile election laws, depending on the type of election. The basic legal provisions define the following dispositions:

1. the right to be a member of the election commission and restrictions on the membership in the commissions,

2. subject of formation of the election commission,

3. subject of nomination of the candidates for the election commissions,

4. timing and regulation of consideration of the submissions to the formation of the election commissions and the procedure for their formation,

5. the list of documents and the content of the submission for inclusion of the candidates in the commissions,

6. determining the quantitative composition of the election commissions,

7. conditions for inclusion of the nominated candidates in the commissions,

8. general procedure for the formation of the commissions and their management, the conditions of formation in the case of shortages of submissions to the commission, etc.,

9. issue of replacement of a member of the commission and early termination of the powers of a member of the commission or of the whole election commission,

10. issue of conciliation of the controversial issues in the formation of the commissions, etc.,

11. procedure for publishing the decisions on the formation of the election commissions,

12. special procedure of the formation in case of early elections and in case of simultaneous holding of different types of elections, etc.

With regard to the right to be a member of the election commission, according to the current legislation, such a right is derived from the right to vote:

in a national election it is a non-binding voter, and in a local one the members of the territorial community residing in the respective territory have such a right. At the same time, when forming not only territorial but also polling station commissions, according to the current Law of Ukraine “On Local Elections”, there were complications in the formation of the electoral commissions precisely because the candidate for the office had to reside within the territory of the respective administrative and territorial unit. [4]. Such logic was laid down by the rules of the CEC Resolution of 03.09.2015 “On clarification on some issues of formation of new composition of territorial election commissions and establishment of precinct election commissions organizing the preparation and conduct of elections of deputies of the Verkhovna Rada of the Autonomous Republic of Crimea, urban, district, district in the cities, rural, settlement councils, rural, settlement, city mayors and heads of the villages, settlements” [5] and is the CEC’s own interpretation of the principles of the formation of the precinct election commissions. From our point of view such a restriction is not justified and rational in terms of both the operational formation of the election commissions and the logic of the electoral law: why it is within the administrative-territorial unit and not, for example, on the principle of belonging to the relevant territorial community (in the case of the formation of a Precinct Election Commission) or of a territorial community within a district, a region (when forming the Territorial Election Commission of this level). Such an archaic rule does not take into account the peculi-

arities of the formation of the united territorial communities and the rights of their members.

The principles of limiting the rights to the membership of the election commissions also need to be revised in the light of the public service reform. Yes, the Law of Ukraine “On the Civil Service” does not apply to the members of the Central Election Commission, but the Law of Ukraine “On the Central Election Commission” defines the status of a CEC member as a civil servant. Therefore, there is a conflict of the legal rules of these laws.

The national electoral law stipulates that certain categories of persons may not be members of the election commissions: minors, non-citizens of Ukraine, hypothetically having a conflict of interest in the office: for example, officials and officials of the state authorities, authorities of the Autonomous Republic of Crimea and local self-government bodies, judges, court and law enforcement officials. The restriction has to do with “running” or representing the interests of the candidate or nominee. The citizens held in penitentiary institutions, detention centers, or convicted of a serious or particularly serious crime, a crime against the suffrage or a corruption offense may not be members of the election commissions, unless the conviction is not extinguished or remedied in accordance with the procedure established by the law. An incapacitated or disabled person also cannot serve as a member of the commission. However, there is no legal mechanism for verifying such data to the commissions of the district, territorial and precinct commissions level. The constituency of the election

commission of a special election precinct may not include employees of the respective institution (again to avoid conflicts of interest). The legislator establishes restrictions on the possibility of two or more election commissions simultaneously (except for the members of the territorial commissions who may participate in the work of the commission in the national elections, if such elections are not simultaneous). Specific requirements for the management of the commissions: such as mastering the state language or proper education. For example, the requirements for the CEC members are defined by the Article 7 of the Law of Ukraine “On the Central Election Commission” and have additional to the above requirements and restrictions, for example, termination of the membership in the party, absence of a representative mandate, engage in business activities, be entrusted to third parties in the affairs of the Commission, perform part-time work (other than scientific, teaching and creative activities), be part of the board or other executive bodies of the profit-making organizations. A CEC member may be a citizen of Ukraine who has reached the age of twenty-five on the date of his/her appointment, has the right to vote, has lived in Ukraine for at least the last five years and speaks the state language. The CEC Chairman, the Vice-Chairmen of the Commission, the Secretary of the Commission, as well as at least five other members of the Commission must have a law degree [3].

The issue of the subject of the submission and the principles of consideration of the nominations submitted to the election commissions remains urgent and was particularly acute when

the Central Election Commission was formed in 2018 and 2019. Pursuant to the Article 6 of the Law of Ukraine “On the Central Election Commission”, the Verkhovna Rada of Ukraine appoints and dismisses the members of the Commission on the proposal of the President of Ukraine, which takes into account the proposals of the parliamentary factions and groups formed in the current convocation of the Verkhovna Rada of Ukraine. At the same time the Law stipulates that “the nominations of the persons for the positions of members of the Commission shall be discussed in advance in the parliamentary factions and groups, and their appointment shall be carried out in the presence of the conclusions of the relevant profile committee of the Verkhovna Rada of Ukraine” [3]. In this case the procedure for forming the proposals, whether the “quota principle” for submitting the nominations or the procedure for taking into account proposals, has not been defined. Also, the procedure for rejection of the candidates and the possibility of sabotage by the profile committee in providing these conclusions are not specified.

Equally debatable is the issue of the right to apply for the membership of the lower-level election commissions. The legislator determines the priority in the right of formation of the election commissions in the elections of the local and national deputies of Ukraine by the “parliamentary” parties: their nominees are included in the commissions in a certain number automatically, submission from the “non-parliamentary” parties - by lot. In our view the positive of this principle is the political responsibility and the guar-

anteed provision of the organizational component of the elections. However, this reduces the control of the “non-parliamentary” parties by the quality and integrity of the electoral process. This issue is especially relevant for the territorial election commissions that operate on a permanent basis until the next regular elections. It is quite predictable that during the period of the territorial election commissions activity there will be a change of the political elites, and the “parliamentary” party that was the subject of the submission will not have a faction in the Verkhovna Rada of Ukraine of the next convocation. In this case, the legislator does not explicitly provide for neither the rights and obligations of such a party before the object of the submission, nor the legal relationship between them, for example, in matters of replacement or removal of the members of the territorial election commissions. By the way, the domestic legislator did not foresee the issue of withdrawal of the current members of the election commissions at the initiative of the subject of the submission of the middle and lower level (except for the procedure of replacement of a member of the election commission). However, such a rule is possible to apply to a member of the Central Election Commission in accordance with the Article 30 of the Law of Ukraine “On the Central Election Commission”. However, such a rule is a possibility of a subjective attitude to the question of the expediency of termination of the powers of a member of the election commission and is a threat to the institutional capacity of the body that administers the election process.

The most urgent issue is the professional training of the members of the election commissions. Particularly important is the professionalization of the territorial election commissions in the local elections, given that they are permanent bodies. Therefore, the issue of training the participants in the electoral processes is a large-scale task of the state level. Today, the Decree of the President of Ukraine of December 08, 2000 "On the Concept of Enhancing the Legal Culture of the Participants in the Electoral Process and Referenda in Ukraine" is in force, the purpose of which is "enhancing the legal culture of the participants in the electoral process and referenda in Ukraine, ensuring the implementation of the constitutional right of the citizens to participate in the administration of the public affairs, in all-Ukrainian and local referenda, to freely elect and be elected to the state authorities and local self-government bodies" [6]. The Decree of the Cabinet of Ministers of Ukraine "On Approval of Measures to Implement the Concept for Improving the Legal Culture of the Participants in the Electoral Process and Referenda in Ukraine" dated January 31, 2001 No. 88 [7] and the Decree of the Central Election Commission "On the Typical Training Program for the Election Commission Members, Referendum Commissions and Persons Involved in Election Commissions" dated November 21, 2008 No. 65 [8]. In our opinion these documents, which are archaic in view of the changes in the electoral legislation, need to improve the methodology and the search for new tools in the training of the election participants. It is worth noting that the Central Election Commission

operates the Center for Training of the Participants in the Electoral Processes, and today a system of distance learning in the online mode "VYBORKOM" is created, which provides not only theoretical knowledge, but also contains materials, samples and forms of documents necessary for the successful performance of their duties.

Conclusions and prospects for further research. In view of the above, it is urgent to improve the electoral legislation in terms of improving the professional training of the candidates for the office, strengthening the democracy and, at the same time, more clearly regulating the procedure for forming the central election commission, which is the Central Election Commission, providing motivation for the work of the members of the middle and lower level election commissions. It is also important to further explore and revise the approaches to identifying the constituents of the election commissions.

REFERENCES

1. Zakon Ukrainy "Pro vybory Prezydenta Ukrainy" : vid 05 bereznia 1999 roku [Law of Ukraine "On the election of the President of Ukraine" from March 05, 1999]. (1999). *Vidomosti Verkhovnoi Rady Ukrainy – Bulletin of Verkhovna Rada of Ukraine*, 14. Art. 81. Retrieved from <https://zakon.rada.gov.ua/laws/show/474-14> [in Ukrainian].
2. Zakon Ukrainy "Pro vybory narodnykh deputativ Ukrainy" : vid 17 lystopada 2011 roku [Law of Ukraine "On the election of the People's Deputies of Ukraine" from November 17, 2011]. (2012). *Vidomosti Verkhovnoi Rady Ukrainy – Bulletin of Verkhovna Rada of Ukraine*, 10–11. Art. 73.

- Retrieved from <https://zakon.rada.gov.ua/laws/show/4061-17/stru> [in Ukrainian].
3. Zakon Ukrainy "Pro Tsentralnu vyborchu komisiiu" : vid 30 kvitnia 2004 roku [Law of Ukraine "On the Central Election Commission" from April 30, 2004]. (2004). *Vidomosti Verkhovnoi Rady Ukrainy – Bulletin of Verkhovna Rada of Ukraine*, 36. Art. 448. Retrieved from <https://zakon2.rada.gov.ua/laws/show/1932-15/print1443087113377542> [in Ukrainian].
 4. Zakon Ukrainy "Pro mistsevi vybory" : vid 14 lypnia 2015 roku [Law of Ukraine "On local elections" from July 14, 2015]. (2015). *Vidomosti Verkhovnoi Rady Ukrainy – Bulletin of Verkhovna Rada of Ukraine*, 37–38. Art. 366. Retrieved from <https://zakon.rada.gov.ua/laws/show/595-19> [in Ukrainian].
 5. Postanova TsVK "Pro Roziasnennia shchodo deiakykh pytan formuvannia novoho skladu terytorialnykh vyborchykh komisii ta utvorennia dilynnykh vyborchykh komisii, shcho zdiisniuiut orhanizatsiiu pidhotovky i provedennia vyboriv deputativ Verkhovnoi Rady Avtonomnoi Respubliky Krym, oblasnykh, raionnykh, misykykh, raionnykh u mistakh, silskykh, selyshchnykh rad, silskykh, selyshchnykh, misykykh holiv ta starost sil, selyshch" : vid 03 veresnia 2015 roku № 217 [Resolution of the CEC "On clarification on some issues of formation of new composition of territorial election commissions and formation of polling station election commissions, which organize the preparation and holding of elections of deputies of the Verkhovna Rada of the Autonomous Republic of Crimea, regional, local, city, local in cities, rural, settlement councils, rural, settlement, city mayors and heads of villages, settlements" from September 03 2015, № 217]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/v0217359-15> [in Ukrainian].
 6. Postanova TsVK "Pro Kontseptsiiu pidvyshchennia pravovoi kultury uchasnykiv vyborchoho protsesu i referendumiv v Ukraini" : vid 8 zhovtnia 1999 r., № 336 [Resolution of CEC "On the Concept of Enhancing the Legal Culture of Participants in the Election Process and Referendums in Ukraine" from October 8 1999, № 336]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/1322/2000> [in Ukrainian].
 7. Postanova KМУ "Pro zatverdzhennia zakhodiv shchodo realizatsii Kontseptsii pidvyshchennia pravovoi kultury uchasnykiv vyborchoho protsesu ta referendumiv v Ukraini" : vid 31 sichnia 2001 r., № 88 [Resolution of Cabinet of Ministers of Ukraine "On Approving Measures to Implement the Concept of Enhancing the Legal Culture of Participants in the Election Process and Referendums in Ukraine" from January 31 2001, № 88]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/88-2001-%D0%BF> [in Ukrainian].
 8. Postanova TsVK "Pro Typovu prohramu navchannia chleniv vyborchykh komisii, komisii referendumu ta osib, yaki zaluchaiutsia do roboty v komisiakh" : vid 21 lystopada 2008 roku, № 65 [Resolution of CEC "On the Typical Training Program for Election Commissioners, Referendum Commissions and Persons Involved in Election Commissions" from November 21 2008, № 65]. (n.d.). *www.cvk.gov.ua*. Retrieved from <https://www.cvk.gov.ua/pls/acts/showcard545e-2.html?id=44327&ptext=> [in Ukrainian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Про вибори Президента України: Закон України від 5 берез. 1999 р. // Відомості Верховної Ради України (1999, № 14, ст. 81). Ст. 23, 24. URL: <https://zakon.rada.gov.ua/laws/show/474-14>
2. Про вибори народних депутатів України: Закон України від 17 лист. 2011 р. // Відомості Верховної Ради України (2012, № 10–11, ст. 73). Ст. 27, 28, 29. URL: <https://zakon.rada.gov.ua/laws/show/4061-17/stru>
3. Про Центральну виборчу комісію : Закон України від 30 квітня 2004 р. // Відомості Верховної Ради України (ВВР), 2004, № 36, ст. 448). Ст. 6, 7. URL: <https://zakon2.rada.gov.ua/laws/show/1932-15/print1443087113377542>
4. Про місцеві вибори : Закон України від 14 липня 2015 р. // Відомості Верховної Ради (2015, № 37–38, ст. 366). Ст. 22, 23. URL: <https://zakon.rada.gov.ua/laws/show/595-19>
5. Про Роз'яснення щодо деяких питань формування нового складу територіальних виборчих комісій та утворення дільничних виборчих комісій, що здійснюють організацію підготовки і проведення виборів депутатів Верховної Ради Автономної Республіки Крим, обласних, районних, міських, районних у містах, сільських, селищних рад, сільських, селищних, міських голів та старост сіл, селищ: Постанова ЦВК від 3 вересня 2015 р. № 217. URL: <https://zakon.rada.gov.ua/laws/show/v0217359-15>
6. Про Концепцію підвищення правової культури учасників виборчого процесу і референдумів в Україні : Постанова ЦВК від 8 жовтня 1999 р. № 336. URL: <http://www.cvk.gov.ua>.
7. Про затвердження заходів щодо реалізації Концепції підвищення правової культури учасників виборчого процесу та референдумів в Україні / Постанова КМУ від 31 січня 2001 р. № 88. URL: <http://www.cvk.gov.ua>.
8. Про Типову програму навчання членів виборчих комісій, комісій референдуму та осіб, які залучаються до роботи в комісіях : Постанова ЦВК від 21 лист. 2008 р. № 65. URL: <http://www.cvk.gov.ua>



UDC 351.851(477)

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-34-43](https://doi.org/10.32689/2617-2224-2019-5(20)-34-43)

Vavreniuk Sergii Anatolievich,

PhD in Public Administration, Doctoral student of Educational, Scientific and Production Center of the National University of Civil Protection of Ukraine, 61023, Kharkiv, Str. Chernyshevskaya, 94, (057) 700-31-71, e-mail: sergei-vavrenyuk@nuczu.edu.ua

ORCID: 0000-0002-6396-9906

Вавренюк Сергій Анатолійович,

кандидат наук з державного управління, докторант навчально-науково-виробничого центру Національного університету цивільного захисту України, 61023, м. Харків, вул. Чернишевська, 94, (057) 700-31-71, e-mail: sergei-vavrenyuk@nuczu.edu.ua

ORCID: 0000-0002-6396-9906

Вавренюк Сергей Анатольевич,

кандидат наук по государственному управлению, докторант учебно-научно-производственного центра Национального университета гражданской защиты Украины, 61023, г. Харьков, ул. Чернышевская, 94, (057) 700-31-71, e-mail: sergei-vavrenyuk@nuczu.edu.ua

ORCID: 0000-0002-6396-9906

INFLUENCE OF THE PROCESS OF REFORMING THE HIGHER EDUCATION OF UKRAINE ON THE HEALTHY LIFESTYLE OF STUDENT YOUTH

Abstract. This article reveals the features of the impact of the process of reforming higher education on the healthy lifestyle of students during their studies in higher educational institutions.

The article analyzes the practice of forming a healthy lifestyle of student youth in the context of reforming the higher education system of Ukraine, the indicated conditions for using a competency-based approach to the formation of a healthy lifestyle, and discusses the methods of interaction of subjects in the educational space of higher educational institutions.

The article explains the reasons for the awareness in the education of a healthy lifestyle of student youth.

Much attention is paid in the article to the criteria that ensure the formation of a healthy lifestyle of students. Youth health issues are considered in the format

of a competency-based approach in which a future specialist acquires a number of general cultural competencies during his studies at a higher educational institution.

In addition, the author identifies a number of tasks aimed at creating a healthy lifestyle for students in higher education institutions, focuses on tasks for teachers.

The article notes the methods necessary for the implementation of the program in higher education institutions for the formation of a healthy lifestyle, which increase the effectiveness of the information and educational tools of higher education institutions when forming the need for students in constant physical education and sports.

The author comes to the conclusion that health, as a complex integral state, is characterized by the presence of knowledge, skills in health-preserving activities, which encourages students to self-develop and self-educate, and to adapt them in the context of reforming the higher education system.

In conclusion, the author says that the formation of a healthy lifestyle of a future specialist as one of the strategic areas of training in higher education institutions requires raising a question from the perspective of considering the possibilities of the educational process to ensure such an event and the attitude to future activities that would determine its value orientations for healthy lifestyle.

Keywords: higher education, educational space, competency-based approach, students, reforming higher education, healthy lifestyle.

ВПЛИВ ПРОЦЕСУ РЕФОРМУВАННЯ ВИЩОЇ ОСВІТИ УКРАЇНИ НА ЗДОРОВИЙ СПОСІБ ЖИТТЯ СТУДЕНТСЬКОЇ МОЛОДІ

Анотація. Розкрито особливості впливу процесу реформування вищої освіти на здоровий спосіб життя студентів під час навчання в закладі вищої освіти.

Проведено аналіз практики формування здорового способу життя студентської молоді в умовах реформування системи вищої освіти України, сформовані умови використання компетентнісного підходу до формування здорового способу життя, розглянуті методи взаємодії суб'єктів в освітньому просторі закладів вищої освіти.

Пояснюються причини усвідомлення важливості виховання здорового способу життя у студентської молоді.

Велика увага приділяється критеріям, які забезпечують формування здорового способу життя студентів. Питання здоров'я молоді розглядається у форматі компетентнісного підходу, при якому майбутній фахівець за час навчання в закладі вищої освіти набуває ряд загальнокультурних компетенцій.

Окрім цього автор виокремлює низку завдань, які спрямовані на формування здорового способу життя студентів в рамках закладів вищої освіти, зупиняється на завданнях для педагогічних кадрів.

Наголошуються методи, необхідні для реалізації програми в закладах вищої освіти по формуванню здорового способу життя, які уможливають підвищення ефективності інформаційних та освітніх засобів закладу вищої

освіти при формуванні потреби у студентської молоді в постійних заняттях фізичною культурою та спортом.

Автор доходить висновку, що здоров'я, як складний інтегральний стан, характеризується наявністю знань, умінь та навичок зі здоров'язберігаючої діяльності, котра спонукає до саморозвитку та самоосвіти студентів, їх адаптацію в умовах реформування системи вищої освіти.

У висновку автор говорить про те, формування здорового способу життя майбутнього фахівця як одного із стратегічних напрямів підготовки в закладі вищої освіти вимагає постановки питання з позиції розгляду можливостей освітнього процесу по забезпеченню такого заходу та ставлення до майбутньої діяльності, які б визначали його ціннісні орієнтири на здоровий спосіб життя.

Ключові слова: вища освіта, освітній простір, компетентнісний підхід, студентська молодь, реформування вищої освіти, здоровий спосіб життя.

ВЛИЯНИЕ ПРОЦЕССА РЕФОРМИРОВАНИЯ ВЫСШЕГО ОБРАЗОВАНИЯ УКРАИНЫ НА ЗДОРОВЫЙ ОБРАЗ ЖИЗНИ СТУДЕНЧЕСКОЙ МОЛОДЕЖИ

Аннотация. Раскрыты особенности влияния процесса реформирования высшего образования на здоровый образ жизни студентов во время обучения в высших учебных заведениях.

Проведен анализ практики формирования здорового образа жизни студенческой молодежи в условиях реформирования системы высшего образования Украины, указанные условия использования компетентностного подхода к формированию здорового образа жизни, рассмотрены методы взаимодействия субъектов в образовательном пространстве высших учебных заведений.

Объясняются причины осознание в воспитании здорового образа жизни студенческой молодежи.

Большое внимание уделяется критериям, которые обеспечивают формирование здорового образа жизни студентов. Вопросы здоровья молодежи рассматриваются в формате компетентностного подхода, при котором будущий специалист за время обучения в высшем учебном заведении приобретает ряд общекультурных компетенций.

Кроме этого автор выделяет ряд задач, направленных на формирование здорового образа жизни студентов в рамках высших учебных заведений, останавливается на задачах для педагогических кадров.

Отмечаются методы, необходимые для реализации программы в учреждениях высшего образования по формированию здорового образа жизни, которые повышают эффективность информационных и образовательных средств учреждения высшего образования при формировании потребности в студенческой молодежи в постоянных занятиях физической культурой и спортом.

Автор приходит к выводу, что здоровье, как сложное интегральное состояние, характеризуется наличием знаний, умений и навыков по здоровьесбе-

регающей деятельности, которая побуждает к саморазвитию и самообразованию студентов, их адаптации в условиях реформирования системы высшего образования.

В заключении автор говорит о том, что формирование здорового образа жизни будущего специалиста как одного из стратегических направлений подготовки в высших учебных заведениях требует постановки вопроса с позиции рассмотрения возможностей образовательного процесса по обеспечению такого мероприятия и отношение к будущей деятельности, которые бы определяли его ценностные ориентиры на здоровый образ жизни.

Ключевые слова: высшее образование, образовательное пространство, компетентностный подход, студенты, реформирования высшего образования, здоровый образ жизни.

Problem statement. Today, along with the current problems in the higher education system of Ukraine, an important place is occupied by the formation of a healthy lifestyle of student youth, since the lack of professional orientation in the future reduces the effectiveness in practical activity. Studying at a higher education institution has specific features, namely, most students study theoretically, while maintaining a sedentary lifestyle, which is associated with high psycho-emotional and nervous overload, which are reflected in the health of students. In this regard, one of the main tasks of the educational process today is the development of education in a culture of health and a healthy lifestyle as an integral part of professional culture.

According to many scientists, health and healthy lifestyles should be considered as important qualities that encourage professionalism and successful professional activity. At the same time, the ability to take care of one's own health, to follow the principles of a healthy lifestyle is considered as a personal quality of each person in the

educational process, since it provides the need for social and professional self-determination. A healthy lifestyle in the process of becoming a person is of particular importance, as it is a factor of success in educational and future professional activity. As a result, in the student years it is necessary to ensure awareness of the importance of a healthy lifestyle as a factor in the recovery of the organism after hard work [1].

Analysis of recent publications on research issues. Problems of formation of healthy way of life of student youth at the stage of reforming of the modern system of higher education of Ukraine were addressed by famous scientists: S. M. Dombrovskaya, S. V. Kirilenko, V. M. Kopa, T. M. Titarenko, K. A. Shulyak. Common approaches to defining the state policy of promoting health and ensuring a healthy lifestyle of student youth were studied by Ukrainian scientists O. Vakulenko, O. Yaremenko, and Y. Galustyan. In their writings, they considered the problems of forming a healthy lifestyle in the learning pro-

cess, methods and ways of influencing students' minds and instilling in them a relation to sports and healthy lifestyles.

Purpose of the article. The purpose of this article is to shed light on pressing issues regarding healthy student lifestyles and to find ways of influencing higher education in the mindset of students in their own health.

Presenting the main material of research. Addressing the problem of preserving and promoting the health of student youth is an important task for many public and private sector entities. A healthy lifestyle is of particular importance in the development of the individual, as it is a factor of success in the educational and future professional activity, which is why it is necessary to ensure the awareness of the importance of a healthy lifestyle in the student years, as well as to ensure that every student is not only a professional in their field. knowledge, but also a person with the skills and organization of a healthy lifestyle as a factor in the recovery of the body after hard work.

Health as a concept today is changing its status in the public and individual consciousness not only because of belonging to a biological or social space, but also due to the presence of a spiritual and moral component in the younger generation. It is from this standpoint that the health of the individual as a value requires an explanation of the physical, moral, socio-economic, aesthetic, psychophysiological, psychological and pedagogical aspects, systematic consideration of interrelated elements that will allow to clarify their internal structure, mechanisms of influence on the behavior of student youth [2].

Among the criteria that indicate the formation of a healthy lifestyle, it is customary to highlight the following indicators:

1. The need of a person for a healthy lifestyle, which is the orientation of the individual to create a healthy lifestyle, an understanding of the important way of life and confidence in self-improvement on these issues.

2. The presence of the level of theoretical training, which is represented in the complex of knowledge, cognitive activity and the formation of analytical thinking.

3. Adequate level of technological readiness to be able to predict activities and their results in terms of healthy lifestyles and safety in general. This includes the level of ownership of ways and methods of reducing the negative impact of the environment on human health, as well as the possession of decision-making technology in any emergency.

4. The presence of creative activity while ensuring a healthy lifestyle. Such a criterion is the ability of a person to see problems, to have non-standard thinking and to be able to perceive innovations in the field of healthy lifestyles [3].

In modern conditions of society development, a specialist requires high qualification, competence, orientation in related fields of activity, social and professional mobility, ability to work effectively at the level of world standards, to think in a modern way. The professional formation of a person in the process of studying at a higher education institution and mastering the chosen profession is of particular interest and also allows to distinguish the

professional-personal context of studying the problem under consideration, which reflects the development and formation of a person who is oriented towards high professional achievements.

As our country moves to the European integration process, the requirements for higher education are increasing, which in turn leads to constant visits to higher education institutions by students and does not sufficiently give the opportunity to pay attention to their own health. Permanent employment in terms of theoretical training, preparation for classes reduces the time for physical activity and support for their own health. Accordingly, in these circumstances, the integration of the process of forming a healthy lifestyle with its own specificity in the educational space of the institution of higher education acts as an urgent task of higher education, which must be solved due to new innovative approaches. The urgency of the questions raised is reflected in the format of a competency-based approach, where health issues are addressed in general and professional competences. Thus, a graduate with an educational qualification level "bachelor" must have the following general cultural competences:

- must be able to use methods of physical influence and self-education to increase the adaptation reserves of the body and promote health;
- use basic methods of protection against possible consequences of accidents, catastrophes, natural disasters.

In the field of pedagogical activity, it should ensure the protection of life and health of students in the educational process and during the study time.

Based on the above, the readiness to lead a healthy lifestyle should be considered as a complex integral condition characterized by the availability of knowledge, skills and skills in health care activities, which will encourage students' self-development and self-education, their adaptation in the context of higher education reform.

In the educational setting of a higher education institution, two conditions are required to manage the processes of nurturing readiness for a healthy lifestyle:

- it is necessary to know what causes or encourages the negative state of students;
- what practical actions can enhance the physical condition or eliminate the negative impact.

The effectiveness of the educational process for the formation of a healthy lifestyle depends on the conditions of its organization, where the traditional model leads to the emergence of constant stress, the destruction of mechanisms of self-regulation of physiological functions, the development of chronic diseases. Modeling a healthy lifestyle is ensured through the implementation of a wellness and educational program, which is a whole directed pedagogical activity to determine students' value orientations, such as: thoughts, views, ideas, beliefs, guidelines, feelings in the state of real importance for life. As a result, the formation of motivational-value attitude to health and leading a healthy lifestyle, increasing the level of literacy valeology and physical-health process, which ensures the systematic acquisition of motor skills, knowledge and knowledge, expanding the students' understanding of physical educa-

tion. As a result of the implementation of such a program in a large part of the students decreases the level of morbidity, improves the functional and physical indicators of the organism, the focus on a healthy lifestyle is formed, confidence in their abilities is enhanced, and the emotional state is improved [4].

Tasks aimed at forming a healthy lifestyle for students within higher education institutions:

- expanding ideas about the content, principles and components of a healthy lifestyle;
- stimulation of activity, creative expression in matters of health and healthy lifestyle;
- formation of conscious, valuable and responsible attitude to health and healthy lifestyle;
- involvement in fitness activities;
- formation of motivation for a safe and healthy lifestyle;
- prevention of drug addiction, expansion of ideas about the negative impact of narcotic substances;
- developing the ability to withstand pressure and influence;
- learning the rules of safe behavior in public places, in transport;
- stimulation of activity, initiative, creativity in building individual lifestyles [5].

Teacher-oriented tasks:

1. Increasing the level of personal and professional competence in health issues.
2. Formation of motivation for maintaining one's health.
3. Development of teachers' creative potential.
4. Educating educators in the prevention of emotional burnout syndrome.

5. Provision of information on modern approaches to the structure and content of a healthy lifestyle.

6. Incentives to the creation and implementation of innovative developments in the program field.

7. Generalization and dissemination of positive experiences.

To implement the above in educational practice it is necessary to apply the following methods:

- organization of fitness activities;
- analysis of the health infrastructure of the institution of higher education;
- methodical and educational activity on forming attitude to healthy lifestyle;
- medical monitoring of students' health.

Accordingly, the formation of healthy lifestyles of students in the process of becoming them as a future specialist is a priority of higher education. At the same time, the educational paradigm is realized through a competent approach and provides for the strengthening of students' physical, psychological and social health and the formation of values of healthy and safe lifestyles in them [6]. This, in turn, requires higher education institutions to prepare students for the following tasks:

- formation of sustainable motivation for health students and teaching them to healthy life;
- organization of healthy educational environment;
- teaching healthy pedagogical technologies;
- to instill in students a general culture and an integral part, a health culture.

To implement the program in higher education institutions for the formation of healthy lifestyles it is possible to apply the following methods:

- organizational construction of sports club activity, which in its content will be opened, self-managed, variational, which will allow to create a wellness and educational environment that will satisfy the needs of students for physical improvement on the basis of informal communication. The work of clubs and sports sections is planned taking into account the differential approach, the definition of a reference group, which will be the bearer of the rules and regulations of a healthy lifestyle;

- in accordance with the order on sports and mass work of conducting competitions in the format of higher education institution by main sports. Involvement in such competitions helps students to form in them the personal qualities that are necessary for future professional activity;

- taking into account the interests of students in sports and systematic physical training for the complex development of physical and mental qualities;

- educational work on the capabilities of the human body, its peculiarities of functioning, the relationship of physical and psychological, as well as spiritual health of the individual;

- development of an outreach system aimed at enhancing students' motivation for healthy lifestyles.

The use of such a mechanism contributes to:

1. increasing the interest of young people in physical perfection, revealing the value of physical culture;

2. promotion of independent preparation of students with wide use of natural factors;

3. formation of a vital need for physical education in the minds of students.

As a result of increasing the effectiveness of information and educational facilities of the institution of higher education in the formation of the need for student youth in constant exercise in physical culture and sports, as well as maintaining a healthy lifestyle, it is necessary to ensure:

- promotion of the importance of sports activities and the diversity of physical culture in the education and development of personality, in terms of intellectual, spiritual and moral development of the individual;

- systematic coordination of the work of all sources of information on the promotion of physical culture and sports;

- regularity, systematicity, continuity of the propaganda process, preservation of continuity of the given influence, combination of various forms of propaganda and educational activity with physical education and sports work in the institution of higher education;

- active encouragement and various satisfaction of interests and needs of student youth in physical and fitness activity within the framework of activity of higher education institution;

- teaching students of different forms and methods of promotion of physical culture and sports among different population groups and categories.

The basic principles of the advocacy campaign are:

- public access, that is, the opportunity for every student in a higher edu-

cation institution to participate in promoting a healthy lifestyle, regardless of fitness level and health;

- diversity of choice of types of physical activity, forms and their organization during sports events;

- effective improvement of physical fitness, increase of vitality and increase of vital activity, carrying out interesting leisure;

- mobility, which is ensured with the emergence of new types of physical and fitness classes and trendy areas of higher education institution sports activities;

- the principle of activity in which young people are encouraged to include physical education and sports in their lifestyles.

Conclusions and prospects for further research. Today, it is especially important to adjust the existing stereotypes of behavior, to form motives for healthy lifestyles, and it is advisable to refocus the educational process on the cultivation of qualities, somehow characterizing the degree of involvement in healthy lifestyles.

Today the problems of forming a culture of healthy lifestyle of student youth as a basic element of mobility, competitiveness and moral maturity of an individual, an indicator of their readiness for active life in modern conditions remain unexplored.

Summarizing the above, it should be said that the need to form a healthy lifestyle for the future specialist as one of the strategic areas of training in higher education requires the question of considering the opportunities of the educational process to ensure such an event and attitude to its future ac-

tivities that determine its value. to a healthy lifestyle.

REFERENCES

1. Vavreniuk S. A. (2018). Mehanizm mobilnosti studentiv yak zasib pidvishennya yakosti osviti v Ukrayini [The mechanism of student mobility as a means of improving the quality of education in Ukraine]. *Publichne upravlinnya ta administruvannya v Ukrayini: naukovij zhurnal – Public Administration and Administration in Ukraine: a scientific journal*, 8, 23–27 [in Ukrainian].
2. Pantyuk I. V. (Eds.) (2018). *Current problems in the formation of a healthy lifestyle among students: materials of the International Scientific-Practical Internet Conference*, May 16–17, 2018, Minsk, Belarus [in Russian].
3. Vavreniuk S. A. (2018). Udoskonalennya form i metodiv motivaciyi studentiv do zanyat fizichnoyu kulturoyu ta sportom pid chas navchannya u ZVO [Improvement of forms and methods of motivation of students to exercise in physical culture and sports during studying in ZVO]. *Visnik Nacionalnogo universitetu civilnogo zahistu Ukrayini: zb. nauk pr. – Bulletin of the National University of Civil Defense of Ukraine: Coll.*, 1 (8), 542 [in Ukrainian].
4. Kolesov D. V. (2018). Zdorove cherez obrazovanie. [Health through education]. *Biologiya v shkole – Biology at school*, 2, 20–22 [in Russian].
5. Madzhuga A. G., Mamadiyarov M. D., Tkachenko S. V. (2003). Formirovanie valeologicheskoy kultury v kontekste sovместno-dialogicheskoy zdorovotvorcheskoj deyatel'nosti subektov obrazovatel'nogo processa [The formation of the valueological culture in the context of jointly dialogical health-improving activities of the subjects of the educational process]. *Valeologiya – Valeology*, 12, 58–61 [in Russian].

6. Artyuhova T. Yu. (2015), *Adaptacionnye vozmozhnosti kak pokazatel psihologicheskogo zdorovya uchastnikov obrazovatel'nogo processa* [Adaptation opportunities as an indicator of the psychological health of participants in the educational process]. *Sibirskij psihologicheskij zhurnal – Siberian Psychological Journal*, 13, 34–42 [in Russian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. *Вавренюк С. А.* Механізм мобільності студентів як засіб підвищення якості освіти в Україні / С. А. Вавренюк // Публічне управління та адміністрування в Україні: науковий журнал, ПУ “Причорноморський науково-дослідний ін-т економіки та інновацій”, 2018. Вип. 8. С. 23–27.
2. Современные проблемы формирования здорового образа жизни у студенческой молодежи: материалы Международной научно-практической интернет-конференции, 16–17 мая 2018 г., Минск, Беларусь / БГУ, Фак. социокультурных коммуникаций, Каф. экологии человека; редкол.: И. В. Пантюк (отв. ред.) [и др.]. Минск: БГУ, 2018. 277 с.
3. *Вавренюк С. А.* Удосконалення форм і методів мотивації студентів до занять фізичною культурою та спортом під час навчання у ЗВО / С. А. Вавренюк // Вісн. Нац. ун-ту цивільного захисту України: зб. наук пр. Х: Вид-во НУЦЗУ, 2018. Вип. 1 (8). 542 с. (Серія “Державне управління”).
4. *Колесов Д. В.* Здоровье через образование // Биология в школе. 2018. № 2. С. 20–22.
5. *Маджуга А. Г., Мамадияров М. Д., Ткаченко С. В.* Формирование валеологической культуры в контексте совместно-диалогической здоровьесберегающей деятельности субъектов образовательного процесса // Валеология. 2003. № 12. С. 58–61.
6. *Артюхова Т. Ю.* Адаптационные возможности как показатель психологического здоровья участников образовательного процесса // Сибирский психологический журн. 2015. № 13. С. 34–42.



UDC: 351:37

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-44-55](https://doi.org/10.32689/2617-2224-2019-5(20)-44-55)

Hrabovenko Natalia Valeriivna,
*Candidate of Pedagogic Sciences, docent,
Professor of the Department of Public Ad-
ministration, Interregional Academy of Per-
sonnel Management (IAPM), 03039, Kyiv,
Str. Frometivska, 2, tel.: +38 050 158 92 22,
e-mail: natagrabovenko@ukr.net*

ORCID: 0000-0001-8896-1292

Грабовенко Наталія Валеріївна,
*кандидат педагогічних наук, доцент, про-
фесор кафедри публічного адмініструван-
ня, Міжрегіональна Академія управління
персоналом, 03039, м. Київ, вул. Фроме-
тівська, 2, тел.: +38 050 158 92 22, e-mail:
natagrabovenko@ukr.net*

ORCID: 0000-0001-8896-1292

Грабовенко Наталья Валериевна,
*кандидат педагогических наук, доцент,
профессор кафедр публичного админист-
рирования, Межрегиональная Академия*

*управления персоналом, 03039, г. Киев, ул. Фрометовская, 2, тел.: +38 050 158 92 22,
e-mail: natagrabovenko@ukr.net*

ORCID: 0000-0001-8896-1292

ENSURING QUALITY OF EDUCATION AS A PRIORITY AREA OF PUBLIC POLICY

Abstract. The article considers the main approaches to ensuring the education quality as a priority direction of public policy, which were reflected in the National Strategy for the Development of Education in Ukraine for the period up to 2021, namely:

- development of a systematic approach to public quality management based on international standards and principles;
- development and implementation of integrated public administration systems;
- participation in international, national, regional and sectoral competitions of educational quality;
- participation in international comparative studies of educational quality (TIMSS, PISA, PIRLS, etc.);
- active use of a set of methods and tools of quality management.

It is found that the only approach to understanding the essence of the “quality of education” concept remains unclear to date. This is explained by the complexity of the category “quality” itself, the diversity of interpretations of its components that control quality; inconsistency in the understanding of the education quality criteria by the subjects of educational policy (the state, employers, recipients of education, educational institutions, etc.). The views on the meaning of the education quality in the scientific circulation are summarized in the following paragraphs. The article concentrates on the views on the education quality meaning in the scientific circulation.

The most important components of the quality of education are defined, namely: quality of values, goals and norms; quality of conditions; the quality of the education process, which can be divided into the quality of its content and the quality of educational technology; quality of education result.

The basic functions of public quality management are: to plan, to maintain motivation, to control and to improve. It is emphasized that the implementation of these functions is possible under the conditions of applying a comprehensive approach, which involves the formation of a quality management system.

It is emphasized that the basic principles on which the quality management system of higher education institutions should be created, maintained in working condition and constantly improved are the following: orientation on the recipients of educational services, responsibility of management, competence of pedagogical and scientific-pedagogical staff, procedural approach, systematic approach to quality management, quality monitoring, decision-making based on documented facts, mutually beneficial relationships with partners.

Keywords: quality, quality of education, state education quality management, monitoring of education quality, principle of education quality management.

ЗАБЕЗПЕЧЕННЯ ЯКОСТІ ОСВІТИ ЯК ПРІОРИТЕТНИЙ НАПРЯМ ДЕРЖАВНОЇ ПОЛІТИКИ

Анотація. Розглянуто основні підходи щодо забезпечення якості освіти як пріоритетного напрямку державної політики, які знайшли відображення у Національній стратегії розвитку освіти в Україні на період до 2021 року, а саме:

- розвиток системного підходу до державного управління якістю на базі міжнародних стандартів та принципів;
- розробка і впровадження інтегрованих систем державного управління;
- участь в міжнародних, національних, регіональних і галузевих конкурсах якості освіти;
- участь у міжнародних порівняльних дослідженнях якості освіти (TIMSS, PISA, PIRLS тощо);
- активне застосування комплексу методів та інструментів управління якістю.

З'ясовано, що до теперішнього часу залишається невизначеним єдиний підхід до розуміння сутності поняття “якість освіти”. Це пояснюється складністю самої категорії “якість”, різноманітністю тлумачення її складових,

які управляють якістю; неузгодженістю у розумінні критеріїв якості освіти суб'єктами освітньої політики (державою, роботодавцями, здобувачами освіти, освітніми закладами тощо). Наведено існуючі у науковому обігу точки зору щодо змісту якості освіти.

Визначено найважливіші складові якості освіти, а саме: якість цінностей, цілей і норм; якість умов; якість процесу освіти, яку можна поділити на якість її змісту і якість технології освіти; якість результату освіти.

Розглянуто основні функції державного управління якістю: планування, забезпечення мотивації, контроль і покращення. Наголошено, що реалізація цих функцій є можливою за умов застосування комплексного підходу, який передбачає формування системи управління якістю.

Підкреслено, що основними принципами, на базі яких має бути створена, підтримуватися у робочому стані і постійно вдосконалюватися система управління якістю закладів вищої освіти, є наступні: орієнтація на споживача освітніх послуг, відповідальність керівництва, компетентність педагогічного та науково-педагогічного складу, процесуальний підхід, системний підхід до управління якістю, моніторинг якості, прийняття рішень на підставі задокументованих фактів (інформації), взаємовигідні стосунки із партнерами.

Ключові слова: якість, якість освіти, державне управління якістю освіти, моніторинг якості, принципи управління якістю освіти.

ОБЕСПЕЧЕНИЕ КАЧЕСТВА ОБРАЗОВАНИЯ КАК ПРИОРИТЕТНОЕ НАПРАВЛЕНИЕ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ

Аннотация. Рассмотрены основные подходы по обеспечению качества образования как приоритетного направления государственной политики, которые нашли отражение в Национальной стратегии развития образования в Украине на период до 2021 года, а именно:

- развитие системного подхода к государственному управлению качеством на базе международных стандартов и принципов;
- разработка и внедрение интегрированных систем государственного управления;
- участие в международных, национальных, региональных и отраслевых конкурсах качества образования;
- участие в международных сравнительных исследованиях качества образования (TIMSS, PISA, PIRLS и т. п.);
- активное применение комплекса методов и инструментов управления качеством.

Установлено, что до настоящего времени не существует единого подхода к пониманию сущности понятия “качество образования”. Это объясняется сложностью самой категории “качество”, разнообразием толкования составляющих, которые управляют качеством; несогласованностью в понимании критериев качества образования субъектами образовательной политики (государством, работодателями, учащимися, образовательными учреждениями

и т. д.). Приведены существующие в научном обороте мнения относительно содержания качества образования.

Определены важнейшие составляющие качества образования, а именно: качество ценностей, целей и норм; качество условий; качество процесса образования, которое можно разделить на качество содержания образования и качество технологии образования; качество результата образования.

Рассмотрены основные функции государственного управления качеством: планирование, обеспечение мотивации, контроль и улучшение. Отмечено, что реализация этих функций возможна при условии применения комплексного подхода, который предусматривает формирование системы управления качеством.

Подчеркнуто, что основными принципами, на базе которых должна быть создана, поддерживаться в рабочем состоянии и постоянно совершенствоваться система управления качеством, являются следующие: ориентация на потребителя образовательных услуг, ответственность руководства учебных заведений, компетентность педагогического и научно-педагогического состава, процессуальный подход, системный подход к управлению качеством, мониторинг качества, принятие решений на основании фактов (информации), взаимовыгодные отношения с партнерами.

Ключевые слова: качество, качество образования, государственное управления качеством образования, мониторинг качества образования, принципы управления качеством образования.

Formulation of the problem. According to many foreign and domestic scientists, heads of educational institutions, the XXI century will be the century of quality in all its manifestations: from quality of work and products to quality of life. Today, quality covers all spheres of human activity and is the main factor of social order, it is fundamental for understanding the essence of human existence and for the development of the spiritual culture of society. It is no accident that in recent years the quality of products and services has become a characteristic of highly efficient labor, a source of national wealth, a sign of a developed economy, and the quality of life is recognized by the international community as one of the most

important features that determines the development level of the country.

One of the most important components of the life quality is education. Many countries in the international community believe that education is the key to social development. Therefore, the problems of improving the existing approaches to public education quality management at all levels play a special role in contemporary socio-cultural conditions.

Analysis of recent research and publications. Issues of education quality assurance were researched by K. Ishikawa, V. Kachalov, V. Kalnei, O. Kononko, E. Korotkov, T. Lukina, V. Nuzhdin, M. Potashnik, V. Panasiuk, N. Seleznova, S. Shishov and others.

Some aspects of public administration of educational quality were covered by J. Delor, J. Harrington, V. Hutmacher, and A. Schleicher.

The objective of an article is to identify the main approaches to ensuring the education quality as a priority area of public policy.

Presentation of the main research material. The main task of the state educational policy is to ensure high quality of education on the basis of maintaining its fundamentality and compliance with the actual and perspective needs of the individual, society and the state. This principle was reflected in the National Strategy for the Development of Education in Ukraine for the period up to 2021, approved by the Decree of the President of Ukraine of 25.06.2013 № 344/2013. The goal of modernization is to create a mechanism for sustainable development of the education system based on:

- ensuring state guarantees of accessibility of high-quality, competitive education in accordance with the requirements of innovative sustainable development of society and economy;
- ensuring the personal development of a person in accordance with their individual abilities, needs based on lifelong learning;
- creation of conditions for improving the quality of complete general secondary, vocational and higher education;
- providing the education system with highly qualified personnel, their support by the state and society;
- improving the system of national monitoring and evaluation of education quality;

- focus on humanization, greening and computerization of the education system, implementation of innovative information and communication technologies into the educational process;

- managing the development of education based on the division of responsibilities between the subjects of educational policy; improving the mechanisms of involving civil society institutions and public in the education management and its updating [1].

Addressing the abovementioned objectives is largely related to the study of innovative approaches to public quality management in the field of education. The main approaches can be attributed to:

- development of a systematic approach to public quality management based on international standards and principles;

- development and implementation of integrated public administration systems;

- participation in international, national, regional and sectoral competitions of educational quality;

- participation in international comparative studies of educational quality (TIMSS, PISA, PIRLS, etc.);

- active use of a set of methods and tools of quality management: statistical methods, self-assessment of the educational institutions activity, the method of “deployment of quality function”, a system of balanced indicators, etc. [2].

However, before proceeding to the consideration of necessity, nature and possibilities of implementing these approaches in the field of education, it is necessary to disclose the meaning of the “education quality” concept. To date, the only approach to understand-

ing the essence of this concept is uncertain. The diversity of interpretations of the education quality meaning is explained by the complexity of the category “quality” itself, the diversity of the “education” concept interpretation, its components that control quality; inconsistency in the understanding of the education quality by the subjects of educational policy (the state, employers, recipients of educational services, educational institutions, etc.).

According to the American specialist in the field of quality management J. Harrington: “Quality is a funny thing. Everyone talks about it, everyone lives with it, and everyone thinks they know what it is. But only few understand what it means” [3]. In the table 1 some “education quality” concept definitions are given.

Definitions, shown in the table do not exhaust the current view of the education quality meaning. However,

all of this diversity can be put into the following groups:

1. The education quality as an absolute mark. In this meaning, the quality of education is synonymous with excellence; it is an absolute sign of compliance with certain requirements. According to this approach, the quality of education is difficult to measure because “excellence” is an abstract and subjective category. Therefore, this approach is not widespread in recent years.
2. The education quality as a set of attributes. In this meaning, the education quality is derived from any measurable quantitative parameter of the educational service. However, this approach is too narrow as it does not reflect the importance of educational service to its consumer.
3. The education quality as compliance with the purpose. According to this interpretation, quality character-

Table 1

Approaches to define “education quality”

Author	Definition
S. Shishov, V. Kalnei [4]	A social category that determines the status and effectiveness of the education process in society, its relevance to the needs of society in the development and formation of civic and professional competence of the individual
M. Potashnik, V. Nuzhdin, V. Panasiuk, K. Ishikawa, N. Seleznova and others [5]	The degree of needs satisfaction and achievement of certain norms, standards, goals (of a person, society, state) that are normatively approved
V. Kachalov, T. Lukina [6]	The set of education qualities, which determines its ability to meet the society needs in relation to the training of qualified professionals who have the necessary personal abilities and qualifications
O. Kononko [7]	Balanced conformity of a certain educational level (general secondary, vocational, higher, etc.) to the numerous needs, goals, conditions, approved educational norms and standards which are established to identify the reasons for this conformity violation and to manage the process of the established quality improvement

rizes the ability of education to fulfill its social functions.

4. The education quality as compliance with standards. This traditional (normalized) approach has long been the most widely used in education. According to this approach, the quality of education is defined as compliance with the requirements and conditions of state educational standards.

5. The education quality as an object of managerial influence. According to this characteristic, the quality of education is considered at the same time from the standpoint of the educational system quality, the educational process quality (as a process of consumption of educational services provided) and individual quality of graduating students as a result of the educational system activity according to his scholarship and formation of socially significant values [5].

6. The education quality as a degree of satisfaction of the needs of consumers and other stakeholders. It is this approach that becomes relevant in today's market conditions. This definition of the concept of "quality" was in fact borrowed from the manufacturing sphere and extended to the field of education. The market formation for edu-

cational services and the emergence of competition between educational institutions have led to the need for a clear focus on consumers of educational services. The concept of education quality as a satisfaction degree of the needs of consumers and other stakeholders is in many aspects similar to the definition of quality contained in the international standards of ISO 9000 Series 2008 (MS ISO Series 9000: 2008) and defines quality as the degree to which the totality of its own characteristics meet the needs [8]. Based on this interpretation of quality, the most meaningful, in our view, is the approach proposed by the Ministry of Education and Science of Ukraine, according to which, in particular, the quality of higher education is treated as a set of characteristics of the educational process that determines the consistent and practically effective formation of competence and professional conscience. This is a certain level of knowledge, skills, mental, physical and moral development that graduates of the educational institution have achieved in accordance with the planned goals of education and upbringing. [9]. The most important components of education are summarized in figure 1.

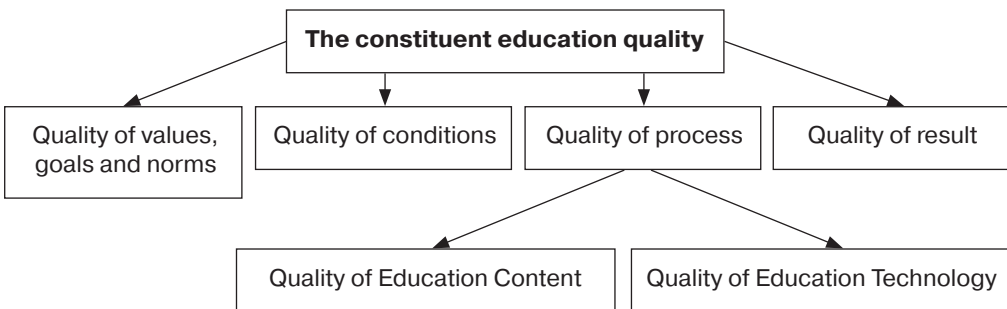


Fig. 1. The constituent education quality

The quality of values, goals and norms determines the level at which the quality of educational services, training and education is measured, and which reflects the needs of different consumer groups — both the recipients of education, potential employers, the economy of the country, society, and the educators.

The quality of conditions is characterized by the level of material and technical base, social infrastructure of the educational institution; qualification of pedagogical and scientific-pedagogical staff; the intellectual potential of pupils and students.

The quality of the education process can be divided into the quality of its content and the quality of education technology. *The quality of education content* reflects the level of educational and methodical support, content of educational programs and work programs of disciplines. *The quality of education technology* determines the level of modern technologies usage in the educational process.

The quality of educational result reflects, in our view, the definition given by E. Korotkov. In his opinion “the education quality is a set of characteristics of professional conscience, which deter-

mines the ability of a specialist to successfully perform his professional activity in accordance with the economy needs at the present stage” [5].

Therefore, the state management of the education quality involves managing of all its components.

Education quality management is an activity aimed at meeting the quality requirements of education recipients and other parties. The most important functions of quality management are planning, motivation, control and improvement. Their relationship is shown in figure 2.

Quality planning in an educational institution is a process of setting goals in the area of educational activity, identifying the necessary operational processes and the appropriate resources to achieve them.

Quality assurance is an activity related to the necessary organizational mechanism formation for education quality management.

Quality motivation is a process aimed at increasing the interest of pedagogical and scientific-pedagogical staff of an educational institution in quality assurance and improvement.

Quality control is an activity aimed at ensuring that the conditions, con-

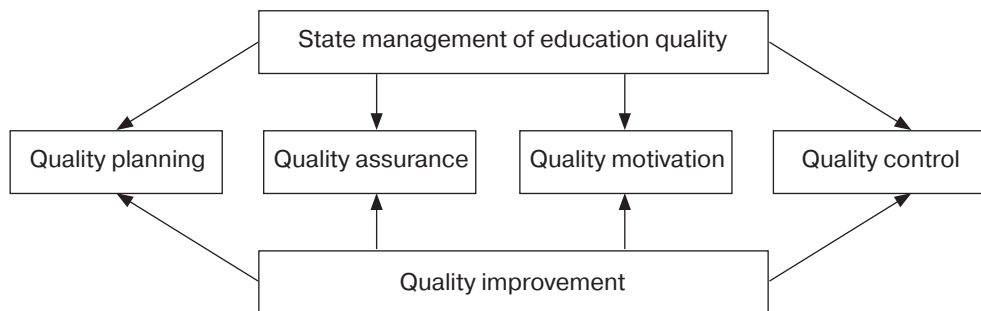


Fig. 2. Functions of quality management

tent, and results of educational process meet the needs of educational services recipients, employers, society etc.

Quality improvement is a process focused on ensuring the ability of an educational institution to meet the education quality needs and characterizing the level of implementation of different types of innovation in educational activities.

The implementation of the above functions is possible only if an integrated approach is adopted, which involves the formation of a quality management system.

The need for such a system is due to a number of circumstances, the most important of which are:

1. Internationalization of education, its functioning in the common European educational space. Ukraine has signed the Bologna Declaration which in particular stresses the need for the quality assurance system further development at the level of higher education institutions, national and European levels. The communiqué of the Ministerial Conference on Higher Education entitled "Creating a pan-European Higher Education Area", which was held in Berlin on 19 September 2003, emphasized that, in accordance with the principle of institutional autonomy, the primary responsibility for ensuring the quality of training rests with each institution of higher education.

In this regard, the Ukrainian higher education institutions are facing the problem of entering the world educational space according to international quality standards. However, there are challenges, one of which is related to the need for authoritative confirmation of the quality of the educational servi-

ces provided. A certain solution to this situation is the introduction and further certification of the quality management system of educational institutions in accordance with the requirements of international standards ISO 9001-2008. In Western countries, the certificate of compliance with this standard is recognition that the education system management is based on the application of effective methods and tools to ensure the quality of educational services.

2. Competitiveness increase between higher education institutions in the educational services market. This statement is emphasized by two points:

- firstly, in the 1990s, in response to the growing demand for higher education, a large number of institutions, primarily private, were opened;

- secondly, according to the current demographic situation in Ukraine analysts predict that the number of places in the existing higher education institutions will become equal, and may even exceed the number of high school graduates. In this regard, the quality of specialist training is becoming one of the key factors for the competitiveness of higher education institutions.

3. Shift to a comprehensive assessment of the activities of higher education institutions, which combines the procedures of licensing, certification, state accreditation on the basis of the approved list of indicators of higher education institutions contains, in particular, indicators of the availability and efficiency of the internal quality management system functioning.

4. An effective quality management system allows to regulate the workflow at all stages of the educational process, to eliminate duplication of individual

functions, to clearly identify resources, the results of the educational process, to constantly improve the activities of the higher education institution based on the interests of recipients of educational services.

These circumstances led, firstly, to the expansion of higher education institutions in the areas of activity for the creation and implementation of internal quality management systems, built using different approaches. Therefore, the urgent task today is to develop a

unified approach by the state to the formation of a quality management system in a higher educational institution.

The purpose of establishing a quality management system for higher education institutions is to ensure that they have a competitive edge in the educational services market in accordance with the mission and national education quality policy.

Table 2 sets out the basic principles on which the quality management system of higher education institutions

Table 2

Principles of education quality management

Principle	The meaning of the principle
Recipient-oriented education	Higher education institutions should meet the needs of recipients of educational services (the state, employers, students) and other stakeholders and help ensure that the quality of these services meets their expectations
Responsibility of management	The management of a higher education institution sets common goals and creates a mechanism for achieving them. The management creates an environment in which the scientific-pedagogical staff can be fully involved in the achievement of the educational institution's goals
Competence of pedagogical and scientific-pedagogical staff	Pedagogical and scientific-pedagogical composition at all levels is the educational institution activity, and its involvement in the quality management process allows the use of professional abilities for the benefit of the educational institution
Procedural approach	An effective way to achieve results is to manage resources and activities as processes using the Plan-Do-Check-Act (PDCA) methodology [8]
A systematic approach to quality management	Identifying, understanding and managing the system of interdependent processes in order to achieve quality goals contribute to improving the effectiveness and efficiency of the educational institution
Quality monitoring	The constant aim of the educational establishment is to constantly monitor quality
Decisions based on documented facts (information)	Effective decisions are based on the analysis of facts and information, which implies the creation of an effective system for collecting and analyzing information about all aspects of the educational institution and its relations with the "external environment"
Mutually beneficial relations with parties	The ability of the educational institution and its partners to create value is enhanced by mutually beneficial relationships

should be established, maintained, and continually improved. These principles are broadly in line with the basic principles of general quality management as outlined in the international standards of the ISO 9001 Series 2008 (ISO ISO 9001: 2008) [8].

The principles presented in Table 2 can be implemented according to different levels of quality management in higher education institutions.

In addition, the educational activity of a higher education institution is inherently a multi-structural system. Therefore, the quality of education should be determined by the quality of the entire set of processes. Based on this solution, the task of multicriteria assessment of the education quality becomes too complex a problem that requires the development of multilevel indicators. This is a priority of the state education policy. Currently, the evaluation of the quality of education is envisaged in two directions: external evaluation of the results of educational activities of the institution of higher education by stakeholders and internal evaluation, which is determined by the effectiveness of the internal quality assurance system [11].

International practice shows that the quality of education can be judged by certain indicators. The most common educational indicator systems are the Educational Indicators of the Council of Education of the European Union, Educational Indicators of the International Advisory Forum on Education for All, UNESCO Educational Indicators and more. Certain educational indicators are part of an integrated assessment of a country's social development across different monitoring

systems, including the so-called Human Development Index used in UN reports and World Development Indicators as defined by the World Bank.

Conclusion. The lack of a theoretical and methodological solution to the problem of the education quality management causes unresolved problems in the practical development of this issue. To the prospects of further exploration in this direction we include the conceptual justification of the education quality management process.

REFERENCES

1. Ukaz Prezidenta Ukrainy vid 25 cherv. 2013 r. № 344/2013 "Pro Natsionalnu stratehiiu rozvytku osvity v Ukraini na period do 2021 roku" [Decree № 344/2013 of the President of Ukraine of 25 June 2013 "On national education development strategy for the period up to 2021". (2013, June 25) Retrieved from <http://zakon3.rada.gov.ua/laws/show/344/2013>. [in Ukrainian]
2. Zakon Ukrainy Pro osvitu : pryiniaty 5 veres. 2017 r. № 2145-VIII [Law of Ukraine on education from September 5 2017, № 2145-VIII]. (2017, September 5). Retrieved from <http://zakon2.rada.gov.ua/laws/show/2145-19> [in Ukrainian]
3. Harrington J. H. (1990). *Upravlenie kachestvom v amerykanskih korporatsiyakh* [Quality management in American corporations]. Moscow: Ekonomika [in Russian].
4. Shishov S. E., Kalnei V. A. (1998). *Monitorinh kachestva obrazovaniia v shkole* [Education quality monitoring in school]. Moscow [in Russian].
5. Korotkov E. *Kontseptsiiia yakosti osvity*. [Conception of education quality] Retrieved from <http://ru.osvita.ua/school/method/1342/> [in Ukrainian]

6. Lukina T. O. (2008). *Yakist osvity [Education quality]*. Entsyklopediia osvity – Education encyclopedia. V.G. Kremen (Ed.). Kyiv: Yurinom Inter [in Ukrainian]
7. Bim-Bad B. M. (Eds.). (2002). *Pedahohicheskii entsyklopedicheskii slovar [Pedagogic encyclopedic dictionary]*. Moscow: Prohres [in Russian].
8. Sistemy mendlzhmenta kachestva. Trebovaniia [Education management systems. Requirements]. (2008). *International standard ISO 9001: 2008*. Retrieved from <http://certin.org/wp-content/uploads/2016/10/ISO-9001-2008.pdf> [in Russian]
9. Ofitsiyni sait Ministerstva osvity i nauky Ukrainy [The official site of Ministry of Education and Science of Ukraine]. mon.gov.ua/ua/tag/yakist-osviti Retrieved from <https://mon.gov.ua/ua/tag/yakist-osviti> [in Ukrainian].
10. Vovk L. P., Panchenko H. D., Padalka O. S. (2001). *Slovnnyk navchalno-pedahohichnykh poniat i terminiv. Metodichnyi posibnyk [Dictionary of scientific-pedagogical concepts and terms. The Handbook]*. Kyiv [in Ukrainian].
11. Stvoreno Derzhavnu sluzhbu yakosti osvity Ukrainy – rishennia uriadu. Novyny. 2017. 6 hrud. [The Public Service of education quality of Ukraine was created on 6 December 2017] *Ofits. sait Ministerstva osvity i nauky Ukrainy – The official site of Ministry of Education and Science of Ukraine*. Retrieved from <https://mon.gov.ua/ua/news/stvorenoderzhavnu-sluzhbu-yakosti-osviti-ukrayini-rishennya-uryadu> [in Ukrainian].
- [Електронний ресурс]. Режим доступу: <http://zakon3.rada.gov.ua/laws/show/344/2013>
2. Про освіту: Закон України від 5 вересня 2017 р. № 2145-VIII [Електронний ресурс]. Режим доступу: <http://zakon2.rada.gov.ua/laws/show/2145-19>
3. Харрінгтон Дж. Х. Управление качеством в американских корпорациях : монография / Дж. Х. Харрінгтон. М. : Экономика, 1990. 272 с.
4. Шишов С. Е., Кальней В. А. Мониторинг качества образования в школе. М., 1998.
5. Коротков Е. Концепція якості освіти [Електронний ресурс]. Режим доступу: <http://ru.osvita.ua/school/method/1342/>
6. Лукіна Т. О. Якість освіти // Енциклопедія освіти / Акад. пед. наук України; Гол. ред. В. Г. Кремень. К.: Юріном Інтер, 2008. С. 1017–1018.
7. Педагогический энциклопедический словарь / Гл. ред. Б. М. Бим-Бад. М., 2002.
8. Международный стандарт ISO 9001:2008. Системы менеджмента качества. Требования [Электронный ресурс]. Режим доступа: <http://certin.org/wp-content/uploads/2016/10/ISO-9001-2008.pdf>
9. Офіційний сайт Міністерства освіти і науки України [Електронний ресурс]. Режим доступу: <https://mon.gov.ua/ua/tag/yakist-osviti>
10. Словник навчально-педагогічних понять і термінів: метод. посібник / Л. П. Вовк, Г. Д. Панченко, О. С. Падалка. К., 2001.
11. Створено Державну службу якості освіти України – рішення уряду. Новини. 2017 р. 6 груд. // Офіц. сайт Мін-ва освіти і науки України [Електронний ресурс]. Режим доступу: <https://mon.gov.ua/ua/news/stvorenoderzhavnu-sluzhbu-yakosti-osviti-ukrayini-rishennya-uryadu>

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Про Національну стратегію розвитку освіти в Україні на період до 2021 року: Указ Президента України від 25 червня 2013 р. № 344/2013



UDC: 35:172.4

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-56-66](https://doi.org/10.32689/2617-2224-2019-5(20)-56-66)

Dmitruk Sergey Fedorovich,

postgraduate student, department of public administration, Interregional academy of personnel management, 03039, Kyiv, Str. Frometivska., 2, tel.: 044 503 63 29, e-mail: sergey.dmytruk@ukr.net

ORCID: 0000-0002-0574-8208

Дмитрук Сергій Федорович,

аспірант, кафедра публічного адміністрування, Міжрегіональна Академія управління персоналом, 03039, Київ, вул. Фрометівська, 2, тел.: 044 503 63 29, e-mail: sergey.dmytruk@ukr.net

ORCID: 0000-0002-0574-8208

Дмитрук Сергей Федорович,

аспірант, кафедра публичного администрирования, Межрегиональная Академия

управления персоналом, 03039, Киев, ул. Фрометовская, 2, тел.: 044 503 63 29, e-mail: sergey.dmytruk@ukr.net

ORCID: 0000-0002-0574-8208

ANALYSIS OF THE THREAT OF GOVERNMENT IN THE FIELD OF NATIONAL SECURITY

Abstract. In order to counter threats to the public administration system and minimize their impact on Ukraine's national security, it is first of all necessary to analyze and evaluate them. Existing approaches to the assessment of these threats do not involve their comprehensive consideration in the following areas: informative, cybernetic and corrupt.

The urgency of this direction is the need to ensure the proper level of informational and cyber security for the functioning of electronic communications and state electronic information resources, along with the modern capabilities of the latest information technologies, which allow: expanding the freedom and capabilities of people, create a new global interactive market for intellectual property, stimulate accountability and efficiency of the government, to intensify the involvement of citizens in the administration of the state and to resolve issues of local self-government, which in turn will help to prevent corruption.

The author proposes to allocate threats to the public administration system into a separate category to allow their further analysis, forecasting, and development of counteraction policy.

The purpose of the study is to characterize (analyze) key threats to the public administration system in the field of national security.

The article identifies the sources, prerequisites and patterns of the emergence and manifestation of threats that affect the public administration in the field of public security. The main stages of the systematization process are considered. The main classification features are identified and multicriteria classification of threats to the public administration system is developed based on hierarchical analysis. The key threats to this system, which have an impact on all areas of Ukraine's national security, are highlighted.

The research revealed the complex nature of threats to the public administration, which in turn requires the development of integrated approaches to their neutralization.

Therefore, in order to ensure the functioning of the public administration system, it is envisaged to introduce an early detection and prevention system for key threats, which involves developing the most productive ways of counteracting such threats.

Keywords: threats, state security, public administration system, national security of Ukraine.

АНАЛІЗ ЗАГРОЗ СИСТЕМИ ДЕРЖАВНОГО УПРАВЛІННЯ У СФЕРІ НАЦІОНАЛЬНОЇ БЕЗПЕКИ

Анотація. Для протидії загрозам системі державного управління і мінімізацію їх впливу на національну безпеку України насамперед необхідно провести їх аналіз і оцінку. Існуючі підходи до оцінки зазначених загроз не передбачають їх комплексного розгляду за напрямками: інформаційним, кібернетичним, корупційним.

Актуальність зазначеного напрямку полягає у необхідності забезпечення належного рівня інформаційної та кібернетичної безпеки функціонування електронних комунікацій та державних електронних інформаційних ресурсів наряду із сучасними можливостями новітніх інформаційних технологій, використання яких дозволяють: розширити свободу і можливості людей, створити новий глобальний інтерактивний ринок інтелектуальної власності, стимулювати відповідальність та ефективність роботи влади, активізувати залучення громадян до управління державою та вирішення питань місцевого самоврядування, забезпечити публічність та прозорість влади, що в свою чергу сприятиме запобіганню корупції.

Автором запропоновано виділити загрози системі державного управління в окрему категорію для забезпечення можливості їх подальшого аналізу, прогнозування, і вироблення політики протидії.

Метою дослідження є сутнісна характеристика (аналіз) ключових загроз системі державного управління у сфері національної безпеки.

У статті визначено джерела, передумови та закономірності виникнення й прояву загроз, які впливають на систему державного управління у сфері державної безпеки. Розглянуто основні етапи процесу їх систематизації.

Виділено основні класифікаційні ознаки та розроблено багатокритеріальну класифікацію загроз системі державного управління на основі ієрархічного аналізу. Виділено ключові загрози даної системи, які мають вплив на всі сфери національної безпеки України.

Протягом проведеного дослідження виявлено комплексний характер загроз системі державного управління, що в свою чергу потребує вироблення комплексних підходів до їх нейтралізації. Тому для забезпечення функціонування системи державного управління передбачається впровадження системи раннього виявлення та попередження ключових загроз, яка передбачає вироблення найпродуктивніших способів протидії таким загрозам.

Ключові слова: загрози, державна безпека, система державного управління, національна безпека України.

АНАЛИЗ УГРОЗ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ В СФЕРЕ НАЦИОНАЛЬНОЙ БЕЗОПАСНОСТИ

Аннотация. Для противодействия угрозам системе государственного управления и минимизацию их влияния на национальную безопасность Украины прежде всего необходимо провести их анализ и оценку. Существующие подходы к оценкам указанных угроз не предполагают их комплексного рассмотрения по направлениям: информационному, кибернетическому, коррупционному.

Актуальность данного направления заключается в необходимости обеспечения надлежащего уровня информационной и кибернетической безопасности функционирования электронных коммуникаций и государственных электронных информационных ресурсов наряду с современными возможностями новейших информационных технологий, использование которых позволяют: расширить свободу и возможности людей, создать новый глобальный интерактивный рынок интеллектуальной собственности, стимулировать ответственность и эффективность работы власти, активизировать привлечение граждан к управлению государством и решения вопросов местного самоуправления, обеспечить публичность и прозрачность власти, что в свою очередь будет способствовать предотвращению коррупции.

Автором предложено выделение угроз системе государственного управления в отдельную категорию для обеспечения возможности их дальнейшего анализа, прогнозирования и разработки политики противодействия.

Целью исследования является сущностная характеристика (анализ) ключевых угроз государственному управлению в сфере национальной безопасности.

В статье определены источники, предпосылки и закономерности возникновения и проявления угроз, влияющих на систему государственного управления в сфере государственной безопасности. Рассмотрены основные этапы процесса их систематизации. Выделены основные классификационные признаки и разработана многокритериальная классификация угроз системе

государственного управления на основе иерархического анализа. Выделены ключевые угрозы данной системы, которые имеют влияние на все сферы национальной безопасности Украины.

В течение проведенного исследования определено комплексный характер угроз системе государственного управления, что в свою очередь требует разработки комплексных подходов по их нейтрализации. Поэтому для обеспечения функционирования системы государственного управления предполагается внедрение системы раннего выявления и предупреждения ключевых угроз, которая предполагает выработку наиболее эффективных способов противодействия таким угрозам.

Ключевые слова: угрозы, государственная безопасность, система государственного управления, национальная безопасность Украины.

Formulation of the problem. In today's context the security of the public administration system in the field of national security of Ukraine (hereinafter — the public administration system (PAS)) is becoming more and more multifaceted concept. This is due, above all, to the two opposite processes that are inherent in the world of the socio-economic and political system — globalization and regionalization.

Developing the conceptual frameworks and developing an effective mechanism for ensuring the security of the public administration system, aimed at avoiding threats and minimizing their impact on Ukraine's national security as a whole, will allow a comprehensive approach to address the problem in the following areas: informational, cybernetic, corruption.

Analysis of the recent research and publications. The works of L. Artyushyn, V. Horbulin, V. Zhelikhovsky, V. Zhukov, A. Kachinsky, V. Lipkan, Y. Maksimenko, A. Manojlo, A. Petrenko, V. Pocheptsov, H. Perepelytsia, V. Telelyma, D. Frolov, I. Hraban and others are devoted to the study of the

public administration processes in the field of the national security of Ukraine.

In the writings of these scientists a comprehensive approach to the consideration of the threats to the national security of Ukraine as a whole, or their elements in the directions [1; 2–5] prevails: information resources (information war against Ukraine, lack of a coherent communication policy of the state, vulnerability of the critical infrastructure objects to cyber attacks); economy (crises, depletion of the financial resources of the state, reduction of the living standards); energy (distortions of the market mechanisms in the energy sector, insufficient diversification of the sources of energy and technology supply; criminalization and corruption of the energy sector, ineffective energy efficiency policy); ecology (high level of technogenic load on the territory of Ukraine, negative ecological consequences of the Chornobyl catastrophe, excessive volume of the production and consumption wastes).

At the same time, the threats to the public administration system do not fall into a separate category and are an

integral part of the risks to the national security of Ukraine [6; 7–10], which significantly complicates the analysis, forecasting and policy development of these threats.

During the research the author identified the key threats to the system of the public administration of the state security, revealed their relationship with the risks to the national security of Ukraine, and identified the complex nature of these threats to the PAS.

The purpose of the research is to characterize (analyze) the key threats to the public administration system in the field of the state security.

Outline of the main research material. The basis of the functioning of the public administration system is the use of certain information communication to provide numerous direct and feedback links [11] between the subjects (bodies of the executive power) and the objects of the administration (spheres and branches of the public life that are under the organizational influence of the state). Innovative approaches to PAS implementation include the use of the latest information technologies, the formation of open and free cyberspace, which in turn enhances people's freedom and opportunities, enriches the society, creates a new global interactive market for ideas, research and innovation, stimulates responsible and effective work of the authorities and active work of the citizens to governing the state and address issues of the local importance, ensure publicity and transparency of the government, contribute to the prevention of corruption (for example, violations of the state authorities and local self-government bodies of the Constitution and laws of Ukraine [6],

human and citizen rights and freedoms, including during election campaigns). In addition, the immediate prospects for e-government require the development and security of the cyberspace, the security and sustainable functioning of the electronic communications and the public electronic information resources [8].

Therefore, three major components of the Ukrainian PAS should be identified: informational (waging an information war against Ukraine, lack of a coherent communication policy of the state, insufficient level of the media culture of the society), cybernetic (cybercrime and cyber terrorism; vulnerability of the critical infrastructure, public information resources to cyberattacks; physical and moral obsolescence of the state security system and other types of restricted information) and corruption (weakness, dysfunction, outdated model of the public institutions; deprofessionalization and degradation of the civil service, implementation by the state bodies of activities in the corporate and personal interests, which leads to violation of the rights, freedoms and legitimate interests of the citizens and economic entities).

Let us consider in more detail the impact of the key threats of the PAS on the national security (NS) spheres of Ukraine (Table).

Thus, these key threats to the PAS affect all the spheres of the NS of Ukraine [6] and are complex in nature (*informational*: purposeful creation of information resources that discredit the actions of the Ukrainian authorities, manipulation of the public consciousness, conduct of information-psychological operations by the aggressor state; *cy-*

Classification of threats affecting the PAS in the field of the NS of Ukraine

Key threats to PAS	Threats to the NS of Ukraine [6, Art. 7]
1	2
Foreign policy sphere	
Informational	military-political instability, regional and local wars (hybrid conflicts, information wars) in different regions of the world, especially near the borders of Ukraine
Cybernetic	encroachment on the state sovereignty of Ukraine and its territorial integrity, territorial claims by other states [9, Art. 4]
Corruption	attempts to intervene in the internal affairs of Ukraine by other states
State security sphere	
Informational	manifestations of separatism, attempts of autonomy on the ethnic basis of the certain regions of Ukraine. threat of attacks by individual groups and individuals on the state sovereignty, territorial integrity, economic, scientific, technical and defense potential of Ukraine, rights and freedoms of the citizens
Cybernetic	intelligence and subversive activities of the foreign special services (cyber intelligence, cyber espionage); criminal activity against the peace and security of mankind, first of all the spread of international terrorism (cyberterrorism)
Corruption	the spread of corruption in the public authorities, the splicing of business and politics, organized crime
Military sphere and the sphere of security of the state border of Ukraine	
Informational	dissemination of information on the possibility of using weapons of mass destruction in eastern Ukraine; misinformation of the civilians in the area of the joint forces operation, which is detrimental to the actions of the Government
Cybernetic	insufficient effectiveness of the existing structures and mechanisms to ensure international security (cybersecurity) and global stability
Corruption	a dangerous decrease in the level of provision of the military and special equipment and weapons of the new generation of the Armed Forces of Ukraine, other military formations, which threatens to decrease their combat capability; slow implementation and insufficient financial support for reform programs of the Military Organization and the Defense-Industrial Complex of Ukraine; incompleteness of contractual-legal formulation and insufficient arrangement of the state border of Ukraine; unsatisfactory level of the social protection for servicemen, civilians, and their families
Internal political sphere	
Informational	the possibility of conflicts in the field of interethnic and interfaith relations, radicalization and manifestations of extremism in the activities of some associations of the national minorities and religious communities; the threat of separatism in some regions of Ukraine
Cybernetic	structural and functional imbalance of the political system of the society, inability of its individual links to respond promptly to the threats to the national security (cyber threats)

1	2
Corruption	violation by the state authorities and local self-government bodies of the Constitution and laws of Ukraine, human and citizen rights and freedoms, including during election campaigns, lack of effective control over compliance with the requirements of the Constitution and the implementation of the laws of Ukraine
<i>Economic sphere</i>	
Informational	instability in the legal regulation of relations in the sphere of economy, including financial (fiscal) policy of the state
Cybernetic	lack of an effective financial crisis prevention program
Corruption	reduction of investment and innovation activity and scientific and technical and technological potential, reduction of research on strategically important areas of the innovative development; weakening of the system of the state regulation and control in the sphere of economy; insufficient rates of reproduction processes and overcoming structural deformation in the economy; inefficiency of the antitrust policies and mechanisms of the state regulation of the natural monopolies, which complicates the creation of a competitive environment in the economy; “shadowing” of the national economy
<i>Social and humanitarian spheres</i>	
Informational	emphasizing the inconsistency of the country’s economic reform programs and the results of their implementation to certain social priorities
Cybernetic	the presence of a large disgruntled population as a result of an ineffective public policy to support the family and ensure that the rights of the child, orphans, children deprived of parental care are respected and protected
Corruption	inefficiency of the state policy on raising the labour income of the citizens, overcoming poverty and balancing the productive employment of the able-bodied population; crisis of the public health and social protection system
<i>Scientific and technological sphere</i>	
Informational	emphasizing the facts of growing scientific and technological backwardness of Ukraine from the developed countries
Cybernetic	availability of highly qualified unemployed people, as a result of poor level of payment for the scientific and technical work, falling of its prestige, imperfection of the mechanisms of protection of the intellectual property rights
Corruption	inefficiency of the state innovation policy, mechanisms for stimulating the innovation activity; underdevelopment of the domestic market for high-tech products and the lack of effective protection against the foreign technical and technological expansion
<i>Civil protection sphere</i>	
Informational	reports of increased risks of man-made and natural emergencies
Cybernetic	the danger of technogenic, including nuclear and biological, terrorism (cyber terrorism)

1	2
Corruption	inconsistency with the modern challenges of the state of the single state system of the civil protection, civil protection forces, their technical equipment; non-maintenance of nuclear facilities and hydraulic structures of the Dnipro River reservoir cascade in the territory of Ukraine in the proper technical condition
Ecological sphere	
Informational	focusing on the overcoming of the negative socio-environmental consequences of the Chornobyl catastrophe
Cybernetic	potential for remote control of the environmental pollution processes as a result of cyber threats
Corruption	irrational, exhausting use of the mineral resources both non-renewable and renewable; deterioration of the ecological status of the water basins, aggravation of the problem of transboundary pollution and decrease of the water quality; uncontrolled importation into Ukraine of environmentally hazardous technologies, substances, materials and transgenic plants, pathogens dangerous to humans, animals, plants and organisms, environmentally unjustified use of genetically modified plants, organisms, substances and derived products; obsolescence and under-performance of the complexes for the disposal of toxic and environmentally hazardous waste
Informational sphere	
Informational	the dissemination by the mass media of a cult of violence, cruelty, pornography; disclosure of the state secret information or other restricted information aimed at meeting the needs and ensuring the protection of the national interests of the society and the state; attempting to manipulate the public consciousness, in particular by disseminating inaccurate, incomplete or biased information
Cybernetic	cybercrime and cyber terrorism
Corruption	restrictions on freedom of expression and access to public information

bernetic: availability of the human resources for its implementation, intelligence and subversive activity of foreign special services (cyber espionage), criminal activity against the peace and security of humanity – cyber terrorism; *corruption*: business and policy splicing, “shadowing” of the national economy, insufficient effectiveness of monitoring compliance with the requirements of the Constitution and implementation of the laws of Ukraine) and, accordingly, require integrated approaches to counteract that are clearly identified

priorities of the NS of Ukraine [6, Art. 8; 7, Art. 4; 8, Art. 4; 10, Art. 5].

Conclusions. Thus, the article proves the existence of the key threats of the Ukrainian PAS in the following areas: informational, cybernetic, corruption. Their systematicity and complexity with regard to the impact on all the NS of Ukraine series are shown.

In addition, it should be noted that the threats to the security of the Ukrainian PAS can be both internal and external, that is, they can occur both within the country and abroad. In this case,

they can disappear automatically under the conditions of normal functioning of the PAS (government mechanisms to prevent corruption, ensure information sovereignty and effectively counteract the cyber-space interference), but may need to be neutralized through the government regulation.

In this context, the system for early detection and prevention of key PAS threats, which underpins its provision in the current context, should be based on a comprehensive multicriteria in-depth analysis, which will allow them to systematize and select the most effective means and mechanisms to counter these threats.

Further consideration of these issues is to systematize the elements of key threats in the areas of influence on the spheres of the NS of Ukraine, to forecast the emergence and consequences of their implementation, as well as to develop a policy of effective counteraction to these threats.

REFERENCES

1. Hryhoriev V. I. (2013). Informatsiini zahrozy v derzhavnomu upravlinni [Information threats in public administration]. *Naukovi zapysky Lvivskoho universytetu biznesu ta prava – Scientific notes of Lviv University of Business and Law*, 11. Retrieved from http://irbis-nbuv.gov.ua/UJRN/Nzlubp_2013_11_26 [in Ukrainian].
2. Lipkan V. A. (2003). Synerhetychnyi i homeostatychnyi pidkhody do systemy natsionalnoi bezpeky [Synergistic and homeostatic approaches to the national security system]. *Naukovyi visnyk natsionalnoi akademii vnutrishnikh sprav – Scientific Bulletin of the National Academy of Internal Affairs*, 2. Retrieved from http://goal-int.org/wp-content/uploads/2014/03/SYN-ERG_APPROACH.doc [in Ukrainian].
3. Lipkan V. A., Maksymenko Yu. Ye., Zhelikhovskiy, V. M. (2006). *Informatsiina bezpeka Ukrainy v umovakh yevrointehratsii* [Information security of Ukraine in the conditions of European integration]. Kyiv: KNT [in Ukrainian].
4. Manoylo A. V., Petrenko A. I., Frolov D. B. (2009). *Gosudarstvennaya informatsionnaya politika v usloviyakh informatsionno-psikhologicheskoy voyny* [State information policy in conditions of information-psychological war]. (2nd. ed.). Moscow: Horiachia lynyia – Telekom [in Russian].
5. Petrushevska V. V. (2012). Ekonomichna bezpeka derzhavy: zmist i klasyfikatsiia zahroz [Economic security of the state: the content and classification of threats]. *Efektivnist derzhavnoho upravlinnia – Public Administration Efficiency*, 32, 441–448 [in Ukrainian].
6. Zakon Ukrainy “Pro osnovy natsionalnoi bezpeky Ukrainy” : vid 19 chervnia 2003 № 964-IV [Law of Ukraine “On the Basics of National Security of Ukraine” from July 19, 2003 № 964-IV]. (n.d.). zakon.rada.gov.ua. Retrieved from <https://zakon.rada.gov.ua/laws/show/964-15> [in Ukrainian].
7. Ukaz Prezydenta Ukrainy “Pro rishennia Rady natsionalnoi bezpeky i oborony Ukrainy vid 06 travnia 2015 roku “Pro Stratehiu natsionalnoi bezpeky Ukrainy” : vid 26 travnia 2015 roku [Decree of the President of Ukraine On the Decision of the National Security and Defense Council from May 06, 2015 “On the Strategy of National Security of Ukraine” from May 26, 2015]. (n.d.). zakon.rada.gov.ua. Retrieved from <https://zakon.rada.gov.ua/laws/show/287/2015> [in Ukrainian].
8. Ukaz Prezydenta Ukrainy Pro rishennia Rady natsionalnoi bezpeky i obo-

- rony Ukrainy vid 27 sichnia 2016 roku “Pro Stratehiiu kiberbezpeky Ukrainy” : vid 15 bereznia 2016 [Decree of the President of Ukraine On the decision of the National Security and Defense Council from January 27, 2016 “On the Cyber Security Strategy of Ukraine” from March 15, 2016].(n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon5.rada.gov.ua/laws/show/96/2016> [in Ukrainian].
9. Zakon Ukrainy “Pro osnovni zasady zabezpechennia kiberbezpeky Ukrainy” : vid 08 lypnia 2018, № 2163-VIII VVR [Law of Ukraine “On the basic principles of ensuring cyber security of Ukraine” from July 08, 2018 № 2163-VIII]. (2018). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/main/2163-19> [in Ukrainian].
 10. Ukaz Prezidenta Ukrainy “Pro Doktrynu informatsiinoi bezpeky Ukrainy” : vid 25 liutoho 2017 roku № 47/2017 [Decree of the President of Ukraine “On the Doctrine of Information Security of Ukraine” from February 25, 2017 № 47/2017]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://www.president.gov.ua/documents/472017-21374> [in Ukrainian].
 11. Termin “Systema derzhavnoho upravlinnia” [The term “Public Administration System”]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/term/27216> [in Ukrainian].
- Nzlubp_2013_11_26 (дата звернення: 26.09.2019).
2. Ліпкан В. А. Синергетичний і гомеостатичний підходи до системи національної безпеки. Наук. вісн. нац. академії внутрішніх справ. 2003. № 2. URL:http://goal-int.org/wp-content/uploads/2014/03/SYNERG_APPROACH.doc
 3. Ліпкан В. А., Максименко Ю. Є., Желіховський В. М. Інформаційна безпека України в умовах євроінтеграції. К.: КНТ, 2006. 280 с.
 4. Манойлю А. В., Петренко А. И., Фролов Д. Б. Государственная информационная политика в условиях информационно-психологической войны. 2-е изд., стереотип. М.: Горячая линия – Телеком, 2009. 541 с.
 5. Петрушевська В. В. Економічна безпека держави: зміст і класифікація загроз. Ефективність державного управління : зб. наук. праць. Л., 2012. Вип. 32. С. 441–448.
 6. Закон України “Про основи національної безпеки України” від 19.06.2003. № 964-IV. Ст. 1, 7. URL: <https://zakon.rada.gov.ua/laws/show/964-15> (дата звернення 20.09.2019).
 7. Указ Президента України Про рішення Ради національної безпеки і оборони України від 06.05.2015 р. “Про Стратегію національної безпеки України”. URL: <https://zakon.rada.gov.ua/laws/show/287/2015> (дата звернення 20.09.2019).
 8. Указ Президента України Про рішення Ради національної безпеки і оборони України від 27 січня 2016 р. “Про Стратегію кібербезпеки України”. URL: <https://zakon5.rada.gov.ua/laws/show/96/2016> (дата звернення 25.09.2019).
 9. Про основні засади забезпечення кібербезпеки України : Закон України № 2163-VIII від 08.07.2018. ВВР, 2018, № 31, ст. 241. URL: <https://>

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Григор'єв В. І. Інформаційні загрози в державному управлінні. Наукові записки Львів. ун-ту бізнесу та права. 2013. Вип. 11. С. 93. URL: <http://irbis-nbuv.gov.ua/UJRN/>

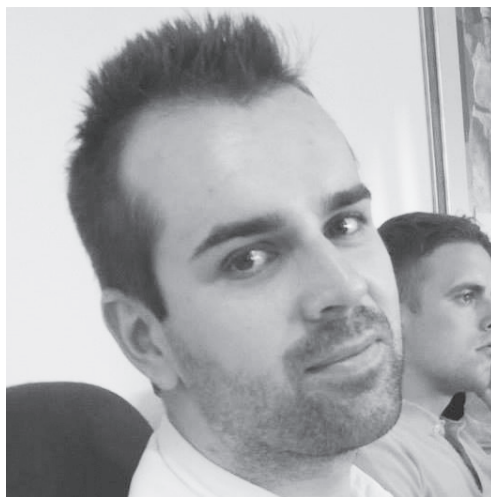
- zakon.rada.gov.ua/ laws/main/2163-19 (дата звернення: 17.06.2019).
10. Про Доктрину інформаційної безпеки України : Указ Президента України № 47/2017 від 25 лютого 2017 р. URL: <https://www.president.gov.ua/documents/472017-21374> (дата звернення: 25.06.2019).
11. Термін “Система державного управління” URL: <https://zakon.rada.gov.ua/laws/ term/27216> (дата звернення: 26.09.2019).

UDC: 35.071:124.2

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-67-74](https://doi.org/10.32689/2617-2224-2019-5(20)-67-74)

Dovhan Oleksii Valentynovych,

Candidate of Philological Sciences, Academician-Secretary of the Department of Philology of the International Academy of Sciences; Researcher of Department of Public Production and Communities in Public Administration, the performer of the research topic "Theoretical and methodological fundamentals of the socio-communicative mechanism of public administration" at National academy for Public Administration under the President of Ukraine; Head of Department of Electronic Content in the PBC "Publishing House "Geneza", 04212, Kyiv, Str. Tymoshenko, 2-l, tel.: +38 (050) 720-20-03, e-mail: dovhan396@gmail.com



ORCID: 0000-0002-6728-818X

Довгань Олексій Валентинович,

кандидат філологічних наук, академік-секретар по відділенню філології Міжнародної академії освіти і науки; науковий співробітник кафедри мовної підготовки і комунікації в публічному управлінні, виконавець науково-дослідної теми "Теоретико-методологічні засади соціокомунікативного механізму публічного управління" Національної академії державного управління при Президентові України; начальник відділу електронного контенту в ТОВ "Видавництво "Гене́за", 04212, м. Київ, вул. Тимошенко, 2-л, тел.: +38(050) 720-20-03, e-mail: dovhan396@gmail.com

ORCID: 0000-0002-6728-818X

Довгань Алексей Валентинович,

кандидат филологических наук, академик-секретарь по отделению филологии Международной академии образования и науки; научный сотрудник кафедры языковой подготовки и коммуникации в публичном управлении, исполнитель научно-исследовательской темы "Теоретико-методологические основы социокоммуникативного механизма публичного управления" Национальной академии государственного управления при Президенте Украины; начальник отдела электронного контента в ООО "Издательство "Гене́за", 04212, г. Киев, ул. Тимошенко, 2-л, тел.: +38(050) 720-20-03, e-mail: dovhan396@gmail.com

ORCID: 0000-0002-6728-818X

Lenda Raisa Ivanivna,

Candidate of Philological Sciences, Associate Professor; Associate Professor of the Depart-



ment of Public Production and Communities in Public Administration of National academy for Public Administration under the President of Ukraine, 03057, Kyiv, Str. Potie, 20, tel.: +38 (067) 287-64-60, e-mail: rlenda@ukr.net

ORCID: 0000-0003-1201-5472

Ленда Раїса Іванівна,

кандидат філологічних наук, доцент; доцент кафедри мовної підготовки і комунікації в публічному управлінні Національної академії державного управління при Президентові України, 03057, м. Київ, вул. Потьє, 20, тел.: +38 (067) 287-64-60, e-mail: rlenda@ukr.net

ORCID: 0000-0003-1201-5472

Ленда Раиса Ивановна,

кандидат филологических наук, доцент; доцент кафедры языковой подготовки и коммуникации в публичном управлении Национальной академии государственного управления при Президенте Украины, 03057, г. Киев, ул. Потье, 20, тел.: +38 (067) 287-64-60, e-mail: rlenda@ukr.net

ORCID: 0000-0003-1201-5472

FLUCTUATION OF SENSE IN THE PROCESS OF DEPLOYMENT SOCIO-COMMUNICATIVE MECHANISM IN THE PUBLIC ADMINISTRATION SPHERE

Abstract. The article discusses the management sphere from the standpoint of direct interaction with people, i.e. with principled mediocre activity, namely, stratification of the relevant senses cluster. The basis is discrete sense that circulate in a particular society. The attention is paid on the mechanism of cumulation of all this semantic information, the calculation of the centers of certain semantic nodes and the like as a new strategy in the social and administrative sphere. The authors state that the activities in the field of public administration may be considered not only exclusively leading, in which sense generation is the dominant interaction paradigm, but also driven that is characterized by mastering the existing senses, as well as predicting their connectivity. As a result of such an integrated approach, the article outlines that a righteous person will be able to be a socially required participant in social dialogue, without which the process of its deployment will be impossible. The sphere of management is a practical branch of knowledge in which the senses are actualised, because they are the basis for building semantic senses (elements of the semantic chain, united by reflected senses that are of a kind nature), on which a certain ideology, social interaction, etc. is based, and communication in public administration — in particular. Due to the fact that the coordination of various group interests and the ability to maintain social consensus the latter is the central task of the democratic reform of Ukrainian society and the state. At the present stage of socio-economic and political developments, the functional role of communication acquires a special theoretical, methodological

and socio-practical actualisation. In this context, the communication is the subject of research of various subject fields and different conceptual levels of philosophical (ontological, axiological and other levels), sociological (archetypical, social communications), cultural (cultural heritage), cybernetic (neural networks, databases, etc.), political, psychological, socio-biological, linguistic knowledge. It is directly caused by the total penetration of information and communication technologies into all spheres of public life.

Keywords: sense, social sense, deterministic sense, discrete sense, public administration, work with sense.

ФЛУКТУАЦІЇ СМISЛУ В ПРОЦЕСІ РОЗГОРТАННЯ СОЦІОКОМУНІКАТИВНОГО МЕХАНІЗМУ В СФЕРІ ПУБЛІЧНОГО УПРАВЛІННЯ

Анотація. Управлінська сфера розглядається з позицій безпосередньої взаємодії з людьми, тобто з власне принципової взаємодії, а саме — стратифікації релевантного смислового грона. Базою чого стають дискретні смисли, що циркулюють в конкретному соціумі. Акцентується увага на механізмі акумуляції всієї цієї смислової інформації, обчисленні осередків деяких смислових вузлів тощо як нової стратегії в соціально-адміністративній сфері. Автори стверджують, що діяльність у сфері публічного управління може розглядатися не тільки як виключно лідируюча, за якої смислопороджування є чільною парадигмою взаємодії, а й також ведена, що характеризується оволодінням наявними смислами, й прогнозуванням їхнього поєднання. У статті окреслено, що внаслідок такого інтегрованого підходу управлінець зможе бути соціально-актуалізованим учасником соціального діалогу, без якого розгортання цього процесу буде неможливий. При цьому сфера управління розглядається в публікації як практична галузь знань, в якій актуалізовані покладені смисли, оскільки вони є основою для вибудовування смислових ланок (елементів смислового ланцюжка, об'єднаним за смислами, які вони відображають, для яких притаманним є спільний характер), на яких базується певна ідеологія, соціальна взаємодія тощо в цілому, й комуніціювання в публічному управлінні — зокрема. Останнє обґрунтовується тим, що узгодження різноманітних групових інтересів й здатність підтримки соціального консенсусу є центральним завданням демократичного реформування українського суспільства й держави. На сучасному етапі соціально-економічного й політичного розвитку, функціональна роль комунікації набуває особливої теоретико-методологічної й соціально-практичної актуалізації. Комунікація, в такому її контексті, є предметом дослідження різноманітних сфер й різних концептуальних рівнів філософського (онтологічний, аксіологічний й інший рівні), соціологічного (архетипіка, соціальні комунікації тощо), культурологічного (культурна спадщина), кібернетичного (нейронні мережі, бази даних тощо), політологічного, психологічного, соціо-біологічного, лінгвістичного знання. Це безпосередньо викликане повним проникненням інформаційно-комунікаційних технологій у всі сфери суспільного життя.

Ключові слова: смысл, соціальний смысл, детермінований смысл, дискретний смысл, публічне управління, робота зі смыслом.

ФЛУКТУАЦИИ СМЫСЛА В ПРОЦЕССЕ РАЗВЕРТЫВАНИЯ СОЦИОКОММУНИКАТИВНОГО МЕХАНИЗМА В СФЕРЕ ПУБЛИЧНОГО УПРАВЛЕНИЯ

Аннотация. Управленческая сфера рассматривается с позиций непосредственного взаимодействия с людьми, то есть с принципиальной посредственной деятельности, а именно — стратификации релевантной смысловой грозди. Базисом чего становятся дискретные смыслы, циркулируемые в конкретном социуме. Акцентируется внимание на механизме сбора всей этой смысловой информации, вычислении средоточий неких смысловых узлов и тому подобном как новой стратегии в социально-административной сфере. Авторы утверждают, что деятельность в сфере публичного управления может рассматриваться не только как исключительно лидирующая, при которой смыслопорождение является главенствующей парадигмой взаимодействия, но и также ведомая, характеризующаяся овладением наличествующими смыслами, а также прогнозированием их соединяемости. В статье очерчено, что вследствие такого интегрированного подхода управленец сможет быть социально-восстребованным участником социального диалога, без которого развертывание этого процесса станет невозможен. При этом сфера управления рассматривается в публикации как практическая отрасль знаний, в которой актуализированы положенные смыслы, поскольку они являются основой для выстраивания смысловых звеньев (элементов смысловой цепочки, объединенных по отражаемым смыслам, имеющим сродный характер), на которых базируется некая идеология, социальное взаимодействие и прочее в целом, и коммуницирование в публичном управлении — в частности. Последнее обосновывается тем, что согласование различных групповых интересов и способность поддержания социального консенсуса является центральной задачей демократического реформирования украинского общества и государства. На современном этапе социально-экономического и политического развития, функциональная роль коммуникации приобретает особую теоретико-методологическую и социально-практическую актуализации. Коммуникация, в таком ее контексте, есть предметом исследования различных предметных сфер и разных концептуальных уровней философского (онтологический, аксиологический и другие уровни), социологического (архетипика, социальные коммуникации), культурологического (культурное наследие), кибернетического (нейронные сети, базы данных и прочее), политологического, психологического, культурологического, социо-биологического, лингвистического знаний. Это напрямую связано с тотальным проникновением информационных и коммуникационных технологий во все сферы общественной жизни.

Ключевые слова: смысл, социальный смысл, детерминированный смысл, дискретный смысл, публичное управление, работа со смыслом.

Statement of the problem. The sphere of management is a practical branch of knowledge in which the senses are actualised, because they are the basis for building *semantic senses* (elements of the semantic chain, united by reflected senses that are of a kind nature), on which a certain ideology, social interaction, etc. is based, and communication in public administration — in particular. Due to the fact that the coordination of various group interests and the ability to maintain social consensus the latter is the central task of the democratic reform of Ukrainian society and the state. Its decision is accompanied by an intensive search for new senses orientations of the social understanding of civil society and the political action of state structures [1, p. 258].

Analysis of recent publications on the issues and identification of previously unresolved parts of the general problem. In modern management, in particular, in the theory and methodology of state and municipal government, there are a number of unresolved problems. It should be noted that, on the one hand, there is a certain lack of researches on the fundamental problems of state and municipal government in the interrelation and interdependence of goals, objectives and directions of public administration. On the other hand, there is the absence of active and versatile studies of the professional activities of state civil and professional activities of municipal servants from the standpoint of sense fluctuations. Thus, the new type of professional activity, which has its own special subject of professional activity and specificity, is not explored in the system of division of labour [2, p. 3].

An outline of the problem has been expressed in a number of scientific works of the following authors: V. Afanas'ev, E. Afonin, M. Alexandrova, D. Bell, V. Bortnikov, V. Budanov, O. Donchenko, I. Dzialoshinskij, B. Grushin, V. Egorov, D. Iston, P. Lazarsfeld, G. Lassuel, U. Maturan, O. Meleshkina, C. Merriam, D. Olshansky, F. Popov, V. Popov, A. Radchenko, A. Rakitova, S. Rokcan, O. Shetopal, A. Shevchenko, V. Stepin, Je. Toffler, F. Varel, M. Weber et al.

Purpose of the article. The purpose of this article is to consider the peculiarities and the role of deterministic social sense in the context of fluctuation. The subject is the specificity of the existence of the above-mentioned phenomenon in connection with public administration.

Presentation of the main research material with full justification of the received scientific results. We are not going to talk here about a certain abstracted understanding of an abstract-philosophical concept that is not relevant for managerial practice, but about the mechanism of real interaction, assistance, influence and others on the population as a basic element of the manager's work. Put(e) sense(s) in this sense is not just a mechanism of socio-communicative interaction, but the means for deploying the process of communication as a whole, but also a discourse, an environment that is rich in *cluster senses*, stopping into clusters of sense (a series of senses grouped around the co-operating core).

Thus, the activity in the field of public administration may be considered not only exclusively leading, in which sense generation is the *dominant* interaction paradigm, but also driven that is characterized by mastering the existing

senses, as well as *predicting* their connectivity. According to the scholars, due to such an integrated approach, the manager may be a socially-requested participant in the social dialogue, without which the deployment of this process will become impossible.

Taking into account its genesis and interaction with various environments, the most interesting in this light are the following signs of government: a) socially necessary character (social order, level of organisation of the social community); b) organisational-volitional character (management, regulation of relations, resolution of social contradictions, accumulation and implementation of the general will of citizens); c) informational and communicative nature (informational support, communicative discourse) [3, p. 23]. The semantic interaction, as well as fluctuations of meaning, are positioned as fundament in this context, because we see the representation of all the above-mentioned management branches at the semantic level.

At the present stage of socio-economic and political developments, the functional role of communication acquires a special theoretical, methodological and socio-practical actualisation. In this context, the communication is the subject of research of various subject fields and different conceptual levels of philosophical (ontological, axiological and other levels), sociological (archetypical, social communications), cultural (cultural heritage), cybernetic (neural networks, databases, etc.), political, psychological, socio-biological, linguistic knowledge. It is directly caused by the total penetration of information and communication technolo-

gies into all spheres of public life. This led to the emergence and development of new communication structures and processes that entailed a change in the socio-communicative environment of development of modern society [4, p. 8].

When we talk about the ideal (senses) nature of management (state, public, etc.), we primarily mean the initial ontological component of human life as a whole: in fact, sense-generating, sense-setting and, of course, recognition or identification of meaning. In this context, management begins to be viewed not as an exclusively process of administration, organisation, etc., but as the *dynamics of introducing some given meaning, interpretation and processing* (recruitment, resampling — in fact, the same meaning fluctuation, with the exception that it is deliberate, amenable to some calculation and planning, which is extremely important for the management sphere).

The latter allows us to define the concept of “management” as a purposeful (conscious, intentional, thoughtful, planned), organising and regulating influence of people (and the institutions they created) on their own, social, collective and group life activity in certain goals and interests. The dynamics of the sense, actualised in the mentioned processes, fit quite naturally into such an interpretation. Governance may be carried out either directly (in the form of self-government) or through specially created state, economic, political party, public, and the like structures [5, p. 8].

Thus, it is no longer a question of the quality of work with people, i.e. direct interaction with them (although it also takes place), but with principled mediocre activity, namely, stratification of the

relevant senses cluster. Here it would be appropriate to compare with the formation of a single senses stream, which is formed from a multitude of small senses rivers (separate semantic tendencies characteristic of a particular group of people — citizens of a certain state). The basis for the latter are discrete senses that circulate in a particular society [6]. It is necessary to talk about the mechanism of accumulation of all this senses information, the calculation of the centres of certain senses nodes and the like as a new strategy in the social and administrative sphere. That is why, according to the modern approach to public administration, the formation of a political course is characterised by contractual relations. Due to this approach, the importance of political institutions is affirmed, the increased importance of the principle of trust in the political course is stated [7, p. 110].

The neural network becomes the mechanism and the main tool for processing the socially determined information (hereinafter – NN) becomes the mechanism and the main tool for processing the above-mentioned socially deterministic information: it is set up accordingly and it is the most convenient tool for realising the goal. The designated NN was developed based on the theoretical model of Dovhan for processing the senses array (a set of senses data of a large volume) functioning in the management sphere. Thus, not only the abstract model of work with meaning in the management sphere will be shown, but the significance of the theory proposed and developed by one of the authors of the theory is practically proved. Subsequently, this will allow the development of the author's course

of training on updating the existing sense in the managerial sphere for civil servants.

Conclusions and perspectives of further research. Modern realities of the management industry are more socially determined than ever: on the one hand, the influence of information technologies is becoming a fundamental tool in shaping a renewed service management culture, on the other, there is a senses disunity of society, atomisation of its groups and structures, which seems important management problem. According to the scholars, the decision of the latter is possible through the formation of the special skills of public servants, namely, skills in working with senses (processing, collection, implementation, etc.). The skills to work with them will not only improve the quality and relevance of administrative services, but also provide an opportunity to form a new type of relationship between the state and the citizens, introducing elements of innovativeness and social order into the system of this relationship. The data collection tool for analysis, the cooperating principle, etc., is the neural network in this author's model, which will collect the above-mentioned data, the functioning of the latter based on the theoretical model of one of the authors, and is the perspective of this study.

REFERENCES

1. Sushij E. (2013). *Social'nyj dialog v fokuse arhetipnoj paradigm* [Archetypical and social contract]. Har'kov: Izd-vo "DokNaukDerzhUpr" [in Russian].
2. Aleksandrov O. G., Vafin R. R., Zaparij V. V., Zlochenko Ja. M. i dr. (2018). *Osobennosti publichnogo upravlenija v*

- sovremennoj Rossii : monografija [Marketing distribution policy].* Ekaterinburg: Izd-vo Ural. un-ta [in Russian].
3. Leont'eva L. S. (2008). *Gosudarstvennoe upravlenie informacionnymi processami" : uchebno-metodicheskoe posobie dlja studentov po special'nosti 080504 "Gosudarstvennoe i municipal'noe upravlenie"* [Russian regions on the way to an innovative society]. Kazan: Centr innovacionnyh tehnologij [in Russian].
 4. Kislov D. V., Romanenko E. A., Chaplaj I. V. (2018). *Marketingovyje kommunikacii v publicnom administrirovanii : monografija*. Kyiv: LAP Lambert Academic Publishing [in Russian].
 5. Malysheva M. A. (2011). *Teorija i metody sovremenного gosudarstvenного upravlenija : uchebno-metodicheskoe posobie [Management in public administration]*. Sankt-Peterburg: Otdel operativnoj poligrafii NIU VShJe [in Russian].
 6. Alimhanov A. A. (2013). *Publichnoe upravlenie v razvitii mehanizmov razrabotki i realizacii politiki obespechenija jekonomicheskoi bezopasnosti*. confcontact.com Retrieved from http://confcontact.com/2013_03_15/31_Alimhanov.htm [in Russian].
 7. Kuprjashin G. L. (2016). "Publichnoe upravlenie" (№ 2), (p. 101–131). Kyiv: Dunmore Press Magazines [in Russians].
- трудов Ассоциации докторов наук государственного управления. X. : Изд-во "ДокНаукДержУпр". Спец. вып. Июнь, 2013. 280 с.
2. Особенности публичного управления в современной России : монография / О. Г. Александров, Р. Р. Вафин, В. В. Запарий, Я. М. Злоченко и др. ; под общ. ред. проф. Т. М. Резер. Екатеринбург : Изд-во Урал. ун-та, 2018. 154 с.
 3. Леонтьева Л. С. Государственное управление информационными процессами : учеб.-метод. пособие для студ. по спец. 080504 "Государственное и муниципальное управление". Казань : Центр инновационных технологий, 2008. 133 с.
 4. Кислов Д. В. Маркетинговые коммуникации в публичном администрировании : монография / Д. В. Кислов, Е. А. Романенко, И. В. Чаплай. LAP Lambert Academic Publishing, 2018. 419 с.
 5. Мальшьева М. А. Теория и методы современного государственного управления : учеб.-метод. пособие. Санкт-Петербург : Отдел оперативной полиграфии НИУ ВШЭ. СПб, 2011. 280 с.
 6. Алимханов А. А. Публичное управление в развитии механизмов разработки и реализации политики обеспечения экономической безопасности : [Электронный ресурс] / А. А. Алимханов // WEB-ресурс научно-практических конференций. Режим доступа: http://confcontact.com/2013_03_15/31_Alimhanov.htm. — Название с экрана.
 7. Купряшин Г. Л. Публичное управление / Г. Л. Купряшин // Political science. 2016. № 2. С. 101–131.

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Суший Е. Социальный диалог в фокусе архетипной парадигмы / Е. Суший // Публичное управление : теория и практика : сб. науч.

UDC: 351

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-75-84](https://doi.org/10.32689/2617-2224-2019-5(20)-75-84)

Zhukova Irina Vitalyevna,

Candidate of Sciences in Public Administration, Associate Professor, Executive Director of the Presidium of the Ukrainian Assembly of Doctors of Sciences in Public Administration, Head of the Department of Vocational Education and Management of the Educational Institution, Interregional Academy of Personnel Management, 03039, Kiev, Str. Frometovskaya, 2, 063-951-78-55, e-mail: irina_pravo@ukr.net

ORCID: 0000-0003-4927-0610

Жукова Ірина Віталіївна,

кандидат наук з державного управління, доцент, Виконавчий директор Президії Всеукраїнської асамблеї докторів наук з державного управління, завідувач кафедри професійної освіти та управління навчальним закладом, Міжрегіональна Академія управління персоналом, 03039, м. Київ, вул. Фрометівська, 2, 063-951-78-55, e-mail: irina_pravo@ukr.net

кандидат наук по государственному управлению, доцент, исполнительный директор Президиума Всеукраинской ассамблеи докторов наук по государственному управлению, заведующая кафедрой профессионального образования и управления учебным заведением, Межрегиональная Академия управления персоналом, 03039, г. Киев, ул. Фрометовская, 2, 063-951-78-55, e-mail: irina_pravo@ukr.net

ORCID: 0000-0003-4927-0610

Жукова Ирина Витальевна,

кандидат наук по государственному управлению, доцент, исполнительный директор Президиума Всеукраинской ассамблеи докторов наук по государственному управлению, заведующая кафедрой профессионального образования и управления учебным заведением, Межрегиональная Академия управления персоналом, 03039, г. Киев, ул. Фрометовская, 2, 063-951-78-55, e-mail: irina_pravo@ukr.net

ORCID: 0000-0003-4927-0610



METHODOLOGICAL ASPECTS OF PUBLIC-CIVIC COMMUNICATION RESEARCH

Abstract. The specificity of public communication is that it means the exchange of messages between public authorities and other corporate (corporate) subjects with citizens and their public associations reflecting public information.

Based on an integrated approach to the study of communicative phenomena and processes, the theory of communication can be based on the desired results, namely adequately reflecting the diversity and complexity of communicative reality, successfully developing, improving and constantly enriching new knowledge. It is this methodological approach that will allow systematizing the source

of research and revealing individual methodological techniques used by scientists in the framework of their conceptual views, close to our scientific problem. Modern research in the field of state-public communication differs using a variety of methodologies.

Institutional paradigm allows us to analyze and consider public-public communication as the stable communicative roles and functions of state institutions, state interests and state practices that serve to interact state institutions, political parties, elites and other sectors for the realization of their interests and the exercise of state power.

Communicative interaction between state authorities and society is also a necessary sign of the establishment of state and administrative relations in the system of relations between state authorities and non-governmental organizations. Communicative interaction implies a certain correlation between real power and the legitimization of public policy.

Logical methods, such as induction and deduction, analysis and synthesis, definition and classification, observation and statistical analysis, etc., are used as general methods of studying the subject of communication interaction between public administration and civil society. They are the working mechanisms through which the theoretical The basics of research are embodied in reality, becoming a theory that works.

Keywords: communication interaction between public administration and civil society, state and public communication, communication theory, communicative roles of state institutes.

МЕТОДОЛОГІЧНІ АСПЕКТИ ДОСЛІДЖЕННЯ ДЕРЖАВНО-ГРОМАДСЬКОЇ КОМУНІКАЦІЇ

Анотація. Специфіка публічного спілкування полягає в тому, що воно означає обмін повідомленнями між державними органами та іншими організаційними (корпоративними) суб'єктами з громадянами та їх громадськими об'єднаннями, що відображають публічну інформацію.

Ґрунтуючись на інтегрованому підході до вивчення комунікативних явищ і процесів, теорія спілкування може базуватися на отриманні бажаних результатів, а саме адекватно відображати різноманітність і складність комунікативної реальності, успішно розвиватися, вдосконалюватися і постійно збагачувати нові знання. Саме цей методологічний підхід дозволить систематизувати джерело досліджень і виявити окремі методологічні прийоми, що використовуються вченими в рамках їх концептуальних поглядів, близьких до нашої наукової проблеми. Сучасні дослідження в сфері державно-громадської комунікації відрізняються використанням різноманітної методології.

Інституційна парадигма дозволяє проаналізувати та розглянути державно-громадську комунікацію як стійкі комунікативні ролі та функції державних інститутів, державних інтересів і державних практик, які служать для взаємодії державних установ, політичних партій, еліт та інших верств для реалізації своїх інтересів та здійснення державної влади.

Комунікативна взаємодія між органами державної влади та суспільством також є необхідною ознакою встановлення державних та адміністративних відносин у системі відносин між органами державної влади та неурядовими організаціями. Комунікативна взаємодія передбачає певну кореляцію між реальною владою та легітимізацією громадської політики.

В якості загальних методів дослідження предмета комунікаційної взаємодії між державним управлінням і громадянським суспільством також використовуються логічні методи, такі як індукція і дедукція, аналіз і синтез, визначення та класифікація, спостереження і статистичний аналіз і т. д. Вони є робочими механізмами, завдяки яким теоретичні засади дослідження втілюються в реальність, стають теорією, яка працює.

Ключові слова: комунікаційна взаємодія між державним управлінням і громадянським суспільством, державно-громадська комунікація, теорія спілкування, комунікативні ролі державних інститутів.

МЕТОДОЛОГИЧЕСКИЕ АСПЕКТЫ ИССЛЕДОВАНИЯ ГОСУДАРСТВЕННО-ОБЩЕСТВЕННОЙ КОММУНИКАЦИИ

Аннотация. Специфика публичного общения заключается в том, что оно означает обмен сообщениями между государственными органами и другими организационными (корпоративными) субъектами с гражданами и их общественными объединениями, отражающими публичную информацию.

Основываясь на интегрированном подходе к изучению коммуникативных явлений и процессов, теория общения может базироваться на получении желаемых результатов, а именно адекватно отражать разнообразие и сложность коммуникативной реальности, успешно развиваться, совершенствоваться и постоянно обогащать новые знания. Именно этот методологический подход позволит систематизировать источник исследований и выявить отдельные методологические приемы, используемые учеными в рамках их концептуальных взглядов, близких к нашей научной проблемы. Современные исследования в области государственно-общественной коммуникации отличаются использованием различной методологии.

Институциональная парадигма позволяет проанализировать и рассмотреть государственно-общественную коммуникацию как устойчивые коммуникативные роли и функции государственных институтов, государственных интересов и государственных практик, которые служат для взаимодействия государственных учреждений, политических партий, элит и других слоев для реализации своих интересов и осуществления государственной власти.

Коммуникативное взаимодействие между органами государственной власти и обществом также есть необходимым признаком установления государственных и административных отношений в системе отношений между органами государственной власти и неправительственными организациями. Коммуникативное взаимодействие предполагает определенную корреляцию между реальной властью и легитимизацией общественной политики.

В качестве общих методов исследования предмета коммуникационного взаимодействия между государственным управлением и гражданским обществом также используются логические методы, такие как индукция и дедукция, анализ и синтез, определение и классификация, наблюдение и статистический анализ и т. д. Они являются рабочими механизмами, благодаря которым теоретические основы исследования воплощаются в реальность, становятся теорией, которая работает.

Ключевые слова: коммуникационная взаимодействие между государственным управлением и гражданским обществом, государственно-общественная коммуникация, теория общения, коммуникативные роли государственных институтов.

Thesis statement. The study of communication processes in public administration is one of the relevant scientific issues, because, under modern conditions, communication is an integral part of any form of public relations, and in particular, the establishment of partnership between the state, local authorities and the public.

Nowadays in Ukraine, the role and responsibility of the state for improving the standard of living and social opportunities for citizens is improving. At the same time, our history shows that the lack of objective, effective and mutually beneficial social relations can lead, in the future, to high social tensions, conflicts, unpredictability of events. The severity of the problem is also associated with the high dynamism of information processes precisely at the intersection of interaction between organizations and the public, the search for new communication links and methods of social management, which contribute to ensuring efficient interaction between government and society for the identification and meeting the interests and needs of different social groups. [1, p. 33–39].

Analysis of recent publications on the issue and identifying unresolved parts of a common problem. The revitalization of research on the implementation of Ukraine's European integration path is a reflection of the globalization processes that are taking place in the sphere of establishing communicative interaction between state bodies and the public. Trends in the development of government and public communication in the context of globalization are covered in the publications of some authors. These findings are a manifestation of the impact of globalization on the integration processes of the interaction of different elements of government with regard to the use of worldwide knowledge and experience.

The purpose of the article is to analyze the methodology of the study of state and public communication and the peculiarities of formation of communicative interaction between state bodies and the public.

Outline of the main research material. Modern systems of public administration function under the conditions of complication of political communication and diversification

of technologies of communicative interaction. As the number of objects in the political process increases, the quality of their interconnection also increases. This is due to both the growth of sources of information and the improvement of technical equipment of the authorities and citizens. In such circumstances, the readiness and ability of public authorities to use effective mechanisms of interaction with the public, both directly (with the participation of public organizations) and indirectly (through the media), becomes particularly important. That is, the key to effective public administration in post-industrial society should be a communicative policy of the state that will facilitate the exercise of functional powers of public authorities and the establishment of effective forms of interaction with civil society institutions. This aspect of communication with the public in the public administration is so-called public communication. The peculiarity of public communication is that it means the exchange of messages between public authorities and other organizational (corporate) entities with citizens and their public associations that display public information. That is, public communication involves subject and object interaction, where the subject is public authorities and various corporate organizations, and the object is the public. In this context, in our opinion, it is necessary to improve the mechanism of regulating the process of information exchange, in particular, by substantiating the implementation of the principle of partnership interaction, which provides not only informing the population, but also establishing effective feedback, con-

ducting appropriate educational work, rendering public supervision over the activity of public and local authorities [1, p. 33–39].

The main tasks of communication with the public are to provide public support for the actions of the government, which is achieved by: increasing the level of public trust in public institutions; implementation of a unified state communication policy by creating a system of influence on public opinion; forming and maintaining effective public feedback to monitor the situation and evaluate the results of their work; establishment of cooperation with public organizations in order to inform the public about the implemented policy and to create and maintain a positive image of the authorities.

Using a systematic approach to communication work will provide a specific type of communication that occurs in the process of interaction between government and civil society in terms of expression and protection of citizens' rights, freedoms and interests [2, p. 81–82]. A common method of research is comparative and historical, which makes it possible to determine the trends of the analyzed phenomenon. But, in any case, the basic condition for applying this method must be the existence of a common base on which the objects differ.

Logical methods such as induction and deduction, analysis and synthesis, definition and classification, observation and statistical analysis, etc. are also used as general methods for investigating the subject of communication interaction between public administration and civil society. These are schemes according to which the foun-

dations of the study translate into reality, become a theory that works.

Research methods contribute to: processing of the received data, definition and interpretation of dependencies of indicators of quantitative and qualitative analyzes. A special place in the system of research methods is the content analysis of the legal framework. The data obtained through content analysis show the situation and opportunities for improving the communication interaction between government and civil society [3, p. 110–113]. The analysis of the structure of state and public communication stimulates the choice of such element as political behavior. The sociocultural approach to the theory of political communication reveals the essence of the phenomenon that interests us in the system “politics-communication-society-culture” and introduces the idea of socio-cultural definition of politics as a whole. The sociocultural perspective on the study of political communications views culture, its elements, categories and values as a major factor in political activity and mechanisms of interaction. This approach involves focusing on the trends, mechanisms and interconnections of political, social and spiritual principles of political communication [4].

The above methods are the ones that are most widely used in communication theory. It should be noted, however, that each method is not used separately, but only in combination with others. As a result, the end result is largely determined by how well and effectively the intuitive potential of the individual interconnection methods is utilized.

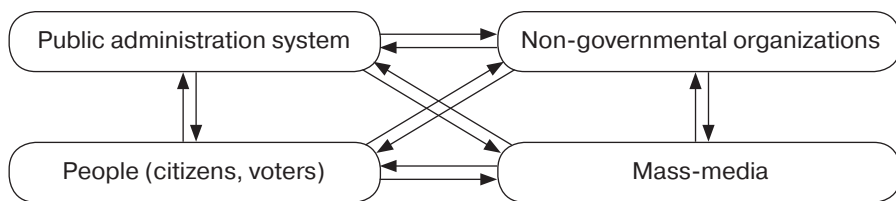
In fact, the term “public communication” means all existing lines of communication in the community in the part that helps a person to participate in understanding and solving problems of public will manifestation. Without discussing a specific conceptual apparatus, we note that in this case, as I. M. Działoszyński states, by public communications, we mean a system of communication networks (channels) that provide [5, p. 50]:

- connection of persons with non-profit, non-governmental, public organizations;
- connection between different civil society institutions (non-profit, non-governmental, public, etc.);
- communication with civil society as a whole;
- the possibility of participation of individuals and civil society in the development, discussion and decision-making of economic, political, social and other issues, i.e. in the field of public policy.

Information exchange on the implementation and protection of human and citizen’s rights takes place between all components of the social system (see Figure).

These communications are made in the form of communication as an exchange of messages, which capture knowledge, thoughts, ideas, values, archetypes, emotional states, programs of activities of the parties, etc.

Communicative interaction between public authorities and the public is an important element in building a dialogue between the state and civil society, including the dissemination of certain information in society. It is aimed at safeguarding and respecting



The process of information exchange between individuals in the social system

the rights and freedoms of citizens. Moreover, communicative interaction becomes possible only against the absence of the communication barriers that traditionally exist in the system of interaction between government and society. The proof of this interpretation is the classical postulate of G. Tard: "Societies are the result of systemic interaction; they live as long as certain forms of interaction progress in them, and they progress through communication" [6, p. 179]. Thus, communicative interaction between public authorities and the public is an important feature of the efficiency of the functioning of the public administration system. According to G. Tard, it should be borne in mind that communicative interaction is a liberal restructuring tool in public administration that promotes the modernization of state power through decentralization.

Communicative activity in public administration has several blocks [7, p. 17–18]. Firstly, it is a block that addresses the following components: ensuring transparency of public authorities; high level of responsibility for preparation and implementation of management decisions; the provision of services through the creation of a transparent civil service personnel management system; increasing the attention and responsibility of public administration entities for the results

of their activities; the political impartiality of public administration in the performance of their professional responsibilities. Secondly, it is a block on more precise requirements for communicative activity, which is traced in: certain, outlined principles and principles of interaction between public administration and civil society, which also require objective information of citizens about the activities of government bodies; levels of professionalism in the preparation of public administration decisions and services; in the process of ensuring the confidentiality of information obtained in the performance of duties by public authorities.

Thirdly, it concerns the improvement of the effectiveness of the implementation of the state and governmental tasks and functions by the subjects, in particular: information and personnel support for the fulfilment of the goals of the state body; conducting a public assessment of the results of the activity of a public authority through the involvement of specially trained experts and questioning of citizens in order to determine the level of satisfaction of their needs for services; conducting content analysis of the media regarding the evaluation of the activity of state bodies; study of citizens' evaluation of the order of provision of services and their quality; a periodic "hotline" to identify problems encoun-

tered when providing services; holding public hearings; adherence to professional ethics by public authorities [7, p. 17–18].

Fourthly, it is possible to control the need for communication activities to address tasks related to transparency and accountability of public administration: to inform the public about the activities and instruments of public authorities; creation of conditions for interaction between public authorities and the public; involvement of the population in the discussion and evaluation of the programs of activity of state bodies; initiating public reporting procedures for government agencies and heads; reporting on the performance of government bodies and heads; reporting on the accountability of public authorities and other service providers.

Fifthly, in the context of the professionalization of the subjects of public administration decisions, the following elements are clearly distinguished: communication skills; negotiation skills.

Sixthly, problems of communication activity are related to: the procedure of providing public services; regulation of requirements of professional ethics of civil servants; establishing the procedure for providing public services; improvement of regulation of requirements to professional ethics of civil servants [7, p. 17–18].

The Russian researcher V. Konetska most carefully approached the interpretation of the communicative system as a phenomenon. By her definition, it is a “functionally oriented set of heterogeneous communication means that are interrelated by linguistic and non-linguistic factors of communication in

a relatively cohesive unity. The multiplicity of communication systems is conditioned by their purpose, diversity of communication means and ways of their actualization” [8].

The author also provided criteria that determine the peculiarities of communication systems [8]:

- 1) purpose of the system (what information is communicated and to whom it is addressed);

- 2) choice of communication means;

- 3) channels of transmission and perception of information and ways of sharing it (natural and artificial).

Based on these criteria, the scientist distinguishes between natural and artificial communication systems. Natural systems include those that use the communicative means of natural language: words, phrases, sentences, as well as gestures, facial expressions, body movements that have national peculiarities. Artificial systems are those that use constructed (often verbal-based) or borrowed from different fields of knowledge, symbols, formulas, graphs, signs to denote links and relations between elements.

V. I. Burenko distinguishes between three main categories that classify levels of social and communicative interaction: social (characterizing relations between subjects of sociopolitical activity), public (associative) (characterizing relations between public organizations, unions, production structures, etc.) and personal (peculiar to small groups and private interests). According to the scientist, at all these levels “power is institutionalized, formalized into specialized structures and positions are formed in the established hierarchy of posts” [9, p. 24].

Conclusions. In the framework of this study, an analysis of the theoretical and methodological foundations of the study of communication and its resource impact on the improvement of public life and public administration was carried out, according to which it was possible to formulate basic provisions that reveal the content of the goal of the research. In the context of modern social development and improvement of the functioning of national systems of public administration, a strategically important element is a communicative policy aimed at ensuring democratic forms of interaction between public authorities and civil society. In this context, attention should be paid to the understanding of civil society as an institutional structure that reflects a certain type of communicative interaction between the state and the citizen. This interaction is possible only through voluntary relations on the issues of public administration, that is, civil society itself.

REFERENCES

1. Kozakov V., Rashkovska O. (2015). Hromadianska komunikatsiia yak chynnyk reformuvannia derzhavnoho upravlinnia: arkhetypnyi pidkhid [Civic communication as a factor in reforming public administration: an archetypal approach]. *Publichne upravlinnia: teoriia ta praktyka – Public administration: theory and practice*, 1, 33–39 [in Ukrainian].
2. Romanenko Ye. O., Chaplai I. V. (2016). Sutnist ta osoblyvosti systemy marketynhu posluh u mekhanizmkh derzhavnoho upravlinnia [The essence and features of the marketing system of services in mechanisms of public administration]. Aktualni problemy ekonomiky – Current issues of economics, 12, 81–89 [in Ukrainian].
3. Rashkovska O. V. (2016). Stan komunikatyvnoi vzaiemodii instytutiv hromadianskoho suspilstva ta orhaniv derzhavnoi vlady v Ukraini [The state of communicative interaction between civil society institutions and public authorities in Ukraine]. *Investytsii: praktyka ta dosvid – Investments: practice and experience*, 6, 110–113 [in Ukrainian].
4. Karchevska O. V., Ahafonova H. S. (2012). Rol politychnoi komunikatsii v elektoralnomu protsesi: teoretyko-metodolohichni analiz [The role of political communication in the electoral process: a theoretical and methodological analysis]. *Politolohichni zapysky – Political Science Notes*, 6. Retrieved from http://nbuv.gov.ua/UJRN/Polzap_2012_6_19 [in Ukrainian].
5. Dzyaloshinskiy M. (2009). *Grazhdanskіe komunikatsii i grazhdanskoe obshchestvo* [Civil Communications and Civil Society]. Moscow [in Russian].
6. Tard G. (2006). *Sotsialnaya logika* [Social logic]. Saint Petersburg: Sotsyol.-psykhol. tsentr [in Russian].
7. Drahomyretska N. M., Kandahura K. S., Bukach A. V. (2017). *Komunikatyvna diialnist v derzhavnomu upravlinni* [Communicative Activity in Public Administration]. Odesa: ORIDU NADU [in Ukrainian].
8. Konetskaya V. P. (1997). *Sotsiologiya komunikatsii* [Sociology of communication]. Moscow: Mezhdunarodnyy universitet biznesa i upravleniya [in Russian].
9. Burenko V. I. (2001). *Sotsialnoe regulirovanie politicheskoy vlasti: istoriya idey i sovremennye podkhody* [Social regulation of political power: a history of ideas and modern approaches]. Moscow: Nats. in-t biznesa [in Russian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. *Козаков В.* Громадянська комунікація як чинник реформування державного управління: архетипний підхід / В. Козаков, О. Рашковська // Публічне управління: теорія та практика. 2015. Вип. 1 (спец. вип.). 215 с.
2. *Романенко Є. О.* Сутність та особливості системи маркетингу послуг у механізмах державного управління [Текст] / Є. О. Романенко, І. В. Чаплай // Актуальні проблеми економіки : Наук. економічний журн. 2016. № 12. С. 81–89.
3. *Рашковська О. В.* Стан комунікативної взаємодії інститутів громадянського суспільства та органів державної влади в Україні / О. В. Рашковська // Інвестиції: практика та досвід. 2016. № 6. 137 с.
4. *Карчевська О. В.* Роль політичної комунікації в електоральному процесі: теоретико-методологічний аналіз [Електронний ресурс] / О. В. Карчевська, Г. С. Агафонова // Політологічні записки. 2012. № 6. Режим доступу: http://nbuv.gov.ua/UJRN/Polzap_2012_6_19
5. *Дзялошинский М.* Гражданские коммуникации и гражданское общество / науч. ред. и состав.: И. М. Дзялошинский. М., 2009.
6. *Тард Г.* Социальная логика : пер. с фр. / Г. Тард. СПб. : Социол.-психол. центр, 2006. 576 с.
7. *Драгомирецька Н. М.* Комунікативна діяльність в державному управлінні : навч. посіб. / Н. М. Драгомирецька, К. С. Кандагура, А. В. Букач. Одеса : ОРІДУ НАДУ, 2017. 180 с.
8. *Конецкая В. П.* Социология коммуникации : учебник / В. П. Конецкая. М. : Междунар. ун-т бизнеса и управления, 1997. С. 69–71.
9. *Буренко В. И.* Социальное регулирование политической власти: история идей и современные подходы / В. И. Буренко. М. : Нац. ин-т бизнеса, 2001. 195 с.

UDC: 351

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-85-96](https://doi.org/10.32689/2617-2224-2019-5(20)-85-96)

Karshieva Alona Ivanivna,

Doctoral Student, Interregional Academy of Personnel Management, 03039, Kyiv, Str. Frometivska, 2, tel. : +38 098 059 59 24; e-mail: alena.200kiev@gmail.com

ORCID: 0000-0001-5544-6796

Каршиєва Альона Іванівна,

докторант, Міжрегіональна Академія управління персоналом, м. Київ, 03039, вул. Фрометівська, 2, тел.: +38 098 059 59 24, e-mail: alena.200kiev@gmail.com

ORCID: 0000-0001-5544-6796

Каршиева Алена Ивановна,

докторант, Межрегіональная Академия управления персоналом, г.. Киев, 03039, ул. Фрометовская, 2, тел. : +38 098 059 59 24; e-mail: alena.200kiev@gmail.com

ORCID: 0000-0001-5544-6796



IMPLEMENTATION OF MEDIATION IN THE STATE GOVERNMENT INDUSTRY IN UKRAINE

Abstract. The article is devoted to consideration of the basics of state-legal regulation of mediation. The purpose of the article is to review and streamline the established criteria in the doctrine of the civil law directions and approaches to defining the concept of protection of the civil rights and interests protected by law, highlighting their heterogeneous and common nature to develop a holistic view of how to understand the classification of the concept, and a vision of an optimal methodological framework for defining the concept of protection of the civil rights and interests protected by law.

The legal model of mediation, as well as approaches to the construction of the structure of mediation and mediation processes are considered. Methodological principles of regulation of mediation and their implementation in the present day are analyzed. Areas of application of mediation have been identified. The mediation model is modeled. It is established that in the modern period the provisions are widely recognized and it is proved that mediation is a process of joint settlement and resolution of conflicts. Its main components are certain tendencies of introduction of mediation in the world, corresponding to them regularities and the principles connected with them. Implementation of mediation in accordance with the requirements of the developed laws and principles depends entirely on

the conflicting parties. It is substantiated that the tendencies of the development of mediation agreement are determined by the development and functioning of the state regulation and social processes in the society. But the main factor influencing the introduction of mediation is the state-legal system that reflects all the phenomena occurring in the country and beyond.

Mediation has been found to be the driving force behind dispute resolution. The optimal methodological basis for defining the concept of protection of the civil rights and legitimate interests will be its integrative legal model that will be based on the protection of the civil rights and protected by law as a state-law institute, which should exist on the border of procedural law, contain rules of private and public law accordingly, to consider the substantive and procedural aspects of the protection of the civil rights and the interests protected by law, and to cover the substantive, procedural elements thereof, and combine static and dynamic state of protection.

Therefore, the state-legal system needs to be developed and successfully applied to achieve a peaceful settlement of disputes.

Keywords: mediation, negotiations, method, extrajudicial method, mediation procedure, court decision, dispute resolution, legality, law.

ВПРОВАДЖЕННЯ МЕДІАЦІЇ В ГАЛУЗІ ДЕРЖАВНОГО УПРАВЛІННЯ В УКРАЇНІ

Анотація. Стаття присвячена розгляду основам державно-правового регулювання медіації. Мета статті є огляд та упорядкування сформованих за визначеними критеріями у доктрині цивільного права напрямів та підходів до означення поняття захисту цивільних прав і охоронюваних законом інтересів, висвітлення їх різноманітного та спільного характеру для вироблення цілісного уявлення про способи розуміння зазначеного поняття та їх класифікацію, а також викладення власного бачення щодо оптимальної методологічної основи для визначення поняття захисту цивільних прав та охоронюваних законом інтересів.

Розглянута правова модель медіації, а також підходи до побудови структури медіації та медіаційних процесів. Проаналізовано методологічні засади регулювання медіації та їх реалізацію у сьогоденні. Визначено сфери застосування медіації. Змодельована модель медіації. Встановлено, що у сучасний період широко визнаним є положення та доведено, що медіація це процес спільного врегулювання та вирішення конфліктів. Головними складовими її є певні тенденції запровадження медіації в світі, відповідні їм закономірності й, пов'язані з ними, принципи. Запровадження медіації відповідно до вимог, що впливають із розроблених закономірностей і принципів, цілком залежить від конфліктуючих сторін. Обґрунтовано, що тенденції розвитку медіаційної угоди визначаються розвитком і функціонуванням державного регулювання соціальними процесами в суспільстві. Але головним фактором, що впливає на запровадження медіації, є державно-правова система, яка віддзеркалює всі явища, що відбуваються у державі та за її межами.

Визначено, що медіація є тією рушійною силою, яка націлена на вирішення спорів. Оптимальною методологічною основою для визначення поняття захисту цивільних прав та законних інтересів буде така її інтегративна правова модель, що ґрунтуватиметься на захисті цивільних прав і охоронюваних законом інтересів як державно-правовому інституті, який має існувати на межі процесуального права, містити норми приватного і публічного права, а відповідно, враховувати матеріальні й процесуальні аспекти захисту цивільних прав та охоронюваних законом інтересів і охоплювати матеріальні, процедурні й процесуальні його елементи, а також поєднувати статичний і динамічний стани захисту.

Тому в державно-правовій системі потрібно розвивати й успішно застосовувати для досягнення мирного регулювання спорів.

Ключові слова: медіація, переговори, метод, позасудовий спосіб, процедура медіації, рішення суду, вирішення спорів, законність, закон.

ВНЕДРЕННЫЕ МЕДИАЦИИ В ОБЛАСТИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ В УКРАИНЕ

Аннотация. Статья посвящена рассмотрению основам государственно-правового регулирования медиации. Цель статьи является обзор и упорядочение сложившихся по определенному критериями в доктрине гражданского права направлений и подходов к определению понятия защиты гражданских прав и охраняемых законом интересов, освещение их разнородного и общего характера для выработки целостного представления о способах понимания этого понятия и их классификацию, а также изложения собственного видение оптимальной методологической основы для определения понятия защиты гражданских прав и охраняемых законом интересов.

Рассмотрена правовая модель медиации, а также подходы к построению структуры медиации и медиационных процессов. Проанализированы методологические основы регулирования медиации и их реализацию в настоящем. Определены сферы применения медиации. Смоделирована модель медиации. Установлено, что в современный период широко признанным является положение и доказано, что медиация это процесс совместного урегулирования и разрешения конфликтов. Главными составляющими ее есть определенные тенденции внедрения медиации в мире, соответствующие им закономерности и, связанные с ними, принципы. Введение медиации в соответствии с требованиями, вытекающими из разработанных закономерностей и принципов, полностью зависит от конфликтующих сторон. Обосновано, что тенденции развития медиационной соглашения определяются развитием и функционированием государственного регулирования социальными процессами в обществе. Но главным фактором, влияющим на внедрение медиации, является государственно-правовая система, которая отражает все явления, происходящие в государстве и за ее пределами.

Определено, что медиация является той движущей силой, которая нацелена на решение споров. Оптимальной методологической основой для оп-

ределения понятия защиты гражданских прав и законных интересов будет такая ее интегративная правовая модель, основываться на защите гражданских прав и охраняемых законом интересов как государственно-правовом институте, который должен существовать на грани процессуального права, содержать нормы частного и публичного права, а соответственно, учитывать материальные и процессуальные аспекты защиты гражданских прав и охраняемых законом интересов и охватывать материальные, процедурные и процессуальные его элементы, также сочетать статический и динамический состояния защиты.

Поэтому в государственно-правовой системе нужно развивать и успешно применять для достижения мирного регулирования споров.

Ключевые слова: медиация, переговоры, метод, внесудебный способ, процедура медиации, решение суда, решения споров, законность, закон.

Formulation of the problem. The relevance of the topic is due to the need for further development of mediation in the society in the context of the tasks that are put forward in the system of state-legal regulation. Pursuant to Article 124 of the Constitution, it is stated that the law may stipulate a mandatory pre-trial procedure for resolving a dispute. At the same time, the mediation procedure remains unresolved in the Ukrainian legislation, but the practice of mediation through disputes is gradually being extended to a voluntary basis.

At the present stage of the development of the state-legal system in Ukraine the problem of introducing mediation in Ukraine is of particular importance.

An important manifestation of the responsibility of the modern state is compliance with guarantees and fulfillment of the social obligations towards the citizens. Ensuring that the principles of mutual understanding and voluntariness are fulfilled, such assistance means providing equitable decisions

and identifying needs in the interests of the legitimate interests of any person or representation.

Analysis of the recent research and publications. Various aspects of government, legal and social analysis in their works covered the domestic and foreign scholars and practices: O. Horetsky, T. Volina, R. Fisher, V. Yuri, A. Zalar, E. Romanenko, I. Zhukova, V. Butenko, B. Marsh, O. Khmaruk.

Highlighting previously unresolved parts of the common problem. Despite the considerable interest in the development of mediation in the field of mediation, the role and place of these services in the government guarantees and obligations remains insufficient.

Formulation of the objectives (goal) of the article. The goal of the article is to determine the role and place of mediation in the government guarantees and obligations to the citizens.

Presentation of the main material. In the Ukrainian legal system the non-judicial, as well as the pre-trial means of dispute settlement are mostly formal. At the same time, the traditional incli-

nation of Ukrainians to settle disputes in the courts leads to the fact that many such disputes that could be resolved in the pre-trial or extrajudicial manner are considered in the courts. In turn, this overloads the judicial system, leads to huge budget expenditures on its maintenance, delaying the hearing of cases. Pursuant to Article 124 of the Constitution it is stated that the law may stipulate a mandatory pre-trial procedure for resolving a dispute.

At the same time, the mediation procedure remains unresolved in the Ukrainian legislation, but the practice of disputes through mediation is gradually being extended to a voluntary basis.

Thus, there is a public demand for the adoption of the relevant law on mediation, whereby the Constitution of Ukraine allows to establish a mandatory pre-trial procedure for the settlement of a dispute through mediation.

For Ukraine this method is new and not widespread in comparison with other countries. And although the mediators in Ukraine are already in operation, there is no law governing this activity.

In Ukraine the courts make judgments based on the principle of legality, while at the same time, the principle of fairness is secondary to them. That is why in practice the decision of the Ukrainian court is widespread — legal but not fair. The European Court of Human Rights (ECHR) has repeatedly stressed in its application against Ukraine that the court's decision must be not only legal but also fair. And this decision is clearly visible in all the decisions. In particular, this is more clearly seen in Ukraine. Recently, they have become more active in applying the

case law of the European Court of Justice, because 3–4 years ago, when judges heard that a lawyer was referring to the ECHR case, it was unclear to them. No “Why” was reported.

Especially if the lawyers referred to the decision of the European Court of Justice not of Ukraine, but of another country while applying the English language rulings.

Mediation works less with law — it is the sphere of responsibility of the lawyers, and more — with justice: whether this or that decision is in the interests of the persons, whether such persons will be satisfied with the result obtained, and, importantly, whether the parties' decision can be really fulfilled. If the judiciary were to move in this direction, it would substantially increase the efficiency of the judiciary and bring it closer to day-to-day justice.

Mediation is a mediation process that helps the conflicting parties reach a consensus — finding a mutually beneficial solution for the both sides. An independent agent who helps to find such a solution is a mediator. And mediation itself is based on three principles: voluntariness, confidentiality, independence and neutrality of the mediator.

Thus, there is a public demand for the adoption of the relevant law on mediation, whereby the Constitution of Ukraine allows to establish a mandatory pre-trial procedure for the settlement of a dispute through mediation. For example, the global experience of such leading countries as Germany, the United Kingdom, the United States and most European countries has repeatedly confirmed that the demand for this alternative method of dispute resolution is widespread in practice.

There are several advantages to mediation. As Oleh Horetsky notes, such popularity of mediation is caused by a number of reasons: “Firstly, the speed and timeliness of the resolution of disputes is high, because, because of the overloaded judicial system, some cases sometimes have to wait for more than one year and the resolution of the dispute loses its relevance. Secondly, mediation allows the parties to resolve the conflict by reducing litigation costs. Another advantage is that the parties to the conflict have the opportunity to focus on the main aspects of the resolving issues. The experience of the European countries shows that mediation can be used not only to resolve a dispute that has already been referred to a competent court, but is also useful in order to maintain normal relations in the future” [1].

The application of mediation can be found in the administrative proceedings. It will save time and budget allocated to the litigation support, as well as increase its efficiency and effectiveness.

Thus, mediation is a promising area for the development of Ukrainian administrative justice.

Advantages of mediation for the state:

- unloading of the judicial system;
- unloading of the enforcement service of the court decisions;
- reducing the level of corruption.

Advantages of mediation for the ordinary Ukrainians:

- economic interest;
- process control;
- a jointly developed solution that satisfies the parties.

The classics of negotiations Roger Fisher and William Yuri suggest that

the idea is that when you get to a dead end, “you should go out to the balcony” to put yourself in the place of another, but there is one more element. From your “imaginary balcony” you should look down at the both sides of the negotiation, instead of looking across the table at another parliamentarian who is on the same level.

The mental “exit to the balcony” can reduce the level of emotional involvement enough to look at what exactly impedes the progress of the negotiations both on your part and on the opposite [2].

Mediation can be seen in a broader sense than the pre-trial stage or product marketed. This is an opportunity to look at things through the eyes of the observer from the “imaginary balcony”, which will help competently and civilly solve almost any family, work or social problem. An opportunity to build relationships, save money and improve the emotional climate in the organizations. It is a competence that, unlike the legal component of the rights and responsibilities, in its informal form, can always and everywhere bring benefit and quality.

The main principles of mediation:

- willingness of all the parties to participate in the process and the opportunity to leave it at any time;
- equality of the parties;
- neutrality of the mediator;
- confidentiality of the process.

These principles and their proper understanding by the mediator and the participants in the process contribute to the effective use of mediation in many areas of life and business.

The mental “exit to the balcony” can reduce your emotional involvement

enough to look at what is hindering the progress of the negotiations, both on your part and the other way around.

Mediation is one of the alternative ways of resolving disputes the effectiveness of which is extremely high in all the countries where this institution is established.

We will not talk about the procedure, stages of implementation, order, principles of mediation. To “not drag it out”, let us just say — we need mediation. Moreover, the prerequisites for its existence in Ukraine are provided by the institutions of the amicable settlement and out-of-court settlement of disputes of the Civil Procedure Code, the Commercial Procedural Code, separate provisions of the Laws “On International Commercial Arbitration”, “On Arbitration Courts” and “On the Procedure for the Settlement of Labour and Collective Disputes”, as well as the Criminal and Criminal Procedure Code, which provides for reconciliation of the victim and the offender in certain categories of cases.

Mediation in Ukraine: what are the benefits?

Among the main benefits of mediation are:

- Efficiency;
- Confidentiality of the parties in resolving the conflict situation;
- Saving the time, effort and money to settle a dispute through litigation;
- Psychological factors (removal of the emotional tension and possibility of further cooperation);
- The analysis of the experience of other countries is also overwhelmingly positive.

Therefore, the question that arises is: what problems may arise when im-

plementing mediation in the legal system of Ukraine?

Problems of implementation of mediation:

1) Who will be the mediator?

This problem has two aspects.

FIRSTLY, the requirements for the applicants — the presence of higher education, age, experience, special education.

SECONDLY, the presence of legal knowledge.

Some scholars believe that legal education is not necessary for a mediator. However, the conflict is considered to be settled only after the mediation agreement has been concluded. Only a lawyer will be able to explain to the parties the requirements of the current legislation, as well as the possible consequences of the mediation procedure (terms of court proceedings, possibility of appeal and cassation appeal, problems of execution of the court decision) and the expediency of its conduct.

2) Cases in which mediation is possible. Mediation is used in civil, commercial, labour, family disputes. Discussion is the issue of administrative cases (since the party is always a public administration body that is not inherently dispositive in legal relations) and criminal. In them mediation cannot be part of a lawsuit.

3) Payment, responsibility, independence. The issues of remuneration of the mediator (who and where to pay depends on the “state/non-state” status of the mediator), his responsibility, independence and impartiality, etc., also remained unresolved.

4) Mediation in Ukraine: the absence of law. Most of these problems

would be addressed by the draft law, but the law itself is the biggest problem. There are currently several alternative bills “On Mediation” in Ukraine that address these issues to some extent. In particular, bills define the concept of mediation differently. The requirements for obtaining the status of a mediator in the draft laws differ. As for the scope of mediation in Ukraine, the both documents refer to civil, economic, administrative, labour and family disputes. Criminal cases in situations stipulated by the current legislation. The draft laws contain the provision that the conclusion by the parties of the conflict (litigation) of the agreement on mediation is a ground for stopping the proceedings at the time of mediation in accordance with the procedure established by the law. On the one hand, adopting the law “On Mediation” would be a clear advantage. This would increase confidence in the mediation process and establish common vectors for its development.

In the report of an international mediator, Governmental Advisor Bill Marsh, prepared with the support of the Ukrainian international partners and the National Association of Mediators of Ukraine, B. Marsh believes that the obligation of mediation as such is not possible. At the same time, at the law level, it would be nice to:

- empower the courts to propose or invite the parties to use mediation;
- ensure that judges are properly trained in mediation;
- oblige the courts to place mediation information on premises and the court staff to know where to find a mediator (for example, from a list of accredited service providers).

Another international expert — the former Slovenian Minister of Justice, Judge Ales Zalar — proposes to introduce funding for the judicial mediation schemes, to give courts the power to develop and implement mediation programs, to provide for automatic referral of the parties to certain categories of cases.

In the report he stressed the impossibility of completely forced mediation due to low efficiency, over-regulation and high cost.

Also, A. Zalar proposes to expand the range of options for electing a mediator to include in the list of the parties’ choice of a dispute, the election and appointment of a mediation provider, a court appointment. And if you already attach mediation to court, the foreigner insists on the need to regulate the ratio of mediation and the limitation period [3].

Vadym Butenko, Deputy Chairman of the Council of Judges of Ukraine, commented on the need to pay attention talking about the introduction of the mediation institute “First of all, it should be a regulatory act that will determine the requirements for the mediation procedure and the mediator himself. ...In spite of the peculiarity of the mediation procedure, in which the parties independently reach the necessary decision, the role of the leader of this process is crucial” [3]. On July 27, 2019, the President of Ukraine Volodymyr Zelensky authorized the Justice Minister Pavel Petrenko to sign the UN Convention on International Agreements on mediation disputes settlement. The corresponding decree № 239/2019-пр is published on the website of the Head of the State.

“To authorize the Minister of Justice of Ukraine Petrenko Pavel Dmytrovych to sign on behalf of Ukraine the United Nations Convention on International Agreements on the Settlement of Disputes by Mediation” [4]. On August 7, 2019, the United Nations Convention on International Agreements on the Results of Mediation, the Singapore Convention, was signed in Singapore. The Ministry of Justice of Ukraine, with the participation of the National Association of Mediators of Ukraine, has done a great job in preparing this Convention for signature by Ukraine.

As is known, the legal force of a mediation agreement is one of the determining factors in deciding the parties to a dispute to seek mediation or litigation.

An agreement on the results of mediation may remain unfulfilled due to objective (significant changes in the financial position, other economic factors, changes in legislation, changes in management or owners of a legal entity, poor definition of the terms and procedure of fulfillment of obligations in the agreement concluded by the results of mediation, etc.) and subjective factors (change by the party of its position on the resolution of the dispute). The implementation of mediation agreements with the international element is complicated by the presence of the parties and/or the subject of the dispute in various jurisdictions.

Therefore, the Convention provides for the obligation of the states-parties to the Convention to enforce international mediation agreements in accordance with the national procedural law and in accordance with the conditions laid down in the Convention.

The following aspects are mentioned separately:

1. The Convention refers to agreements that result from mediation and are concluded in writing by the parties to resolve a commercial dispute that is international at the time of its conclusion (the Convention defines the term “international”).

2. The Convention shall not apply to mediation agreements concluded in disputes relating to private, family and domestic relations, or in disputes in matters of family, hereditary and employment law.

3. According to Paragraph 1, Article 3 the Convention will not be subject to agreements that:

- have been approved by the court or concluded during the trial; that may be enforced as a judgment in the state where the court is located;
- having the status of arbitration decision;

4. Article 4 of the Convention provides for certain requirements for an agreement on the results of mediation, since in order to enforce the latter the party must bring to court:

- mediation agreement signed by the parties; confirmation that the agreement was concluded as a result of mediation (signature of the mediator on the agreement);
- a document on the fact of mediation, signed by a mediator; a certificate from the institution that administered the mediation process, or other evidence of mediation).

5. It is necessary to distinguish between mediation and settlement agreements.

Given that settlement agreements can be concluded not only in the media-

tion process, but in the process of other peaceful methods of dispute settlement (negotiation, reconciliation), the authors of the text stressed that the Convention will apply only to agreements concluded as a result of mediation.

The certified business-mediator, Partner of DecisionLab, Olha Khmaruk, explained Mind under what conditions you can apply for mediation under the Singapore Convention.

In order to apply for mediation, the disputes and agreements must meet the criteria set out in the Convention, in particular:

- the dispute must be international, that is, at least two parties to the transaction are doing business in different countries, or parties originating in a country other than that in which a substantial part of the obligations or subject matter of the transaction is closely related;

- the dispute should be in the sphere of economic relations, that is, the rules of the Convention do not apply to agreements on the results of consumer mediation, where one of the parties is an individual (consumer), as well as family, hereditary and labour law disputes;

- the agreement on the results of the mediation should be made in writing, that is why electronic communication would also be appropriate to establish the content of the parties' agreements;

- the mediator must confirm the application of the mediation procedure, in particular by signing the agreement, or issue a written confirmation.

According to Integrites lawyer Anastasyia Ilyashenko, the consumers of mediation considered it to be a major

drawback of the absence of “coercion”, as compared to courts or arbitration.

“There are many benefits to recourse to mediation. But its main drawback compared to courts or arbitrations has always been the lack of “coercion”. Of course, the principle of mediation is voluntariness. However, if the other party refuses to comply with the agreement (for objective or subjective reasons) for any reason, it is impossible to recognize the agreement. This stopped many potential participants in mediation. The situation was complicated even when one side was abroad”, — the expert said.

According to Ilyashenko, these problems are solved by the Convention. It will provide the participants in the mediation process with a certain guarantee that, if something goes wrong, each party has an additional tool.

“As a result, one of the biggest benefits will be the ability to recognize a mediation agreement in other countries. After all, the Ukrainian parties will now be able to recognize and execute mediation agreements concluded with resident parties in other states-parties to the Convention. This is a significant bonus for the Ukrainian business” [5].

The Convention will also have an impact on changes in the Ukrainian legislation. One of the consequences for the state is the need to adopt domestic legislation that should regulate mediation in the state. Therefore, those states that do not have mediation legislation will have an incentive to develop and implement it if they are interested in resolving international disputes through mediation [6].

Conclusions. When introducing a mediation institute into Ukrainian

law, foreign experience must be considered and taken into account. Because in many countries the regulations governing mediation relations have been implemented for a long time and have gone through a process of implementation through various disputes.

In the stages of realization and implementation by the state of the international state norms of mediation in the legislation of Ukraine it is necessary to use consistent actions aimed at introducing the mediation procedure into the legislation of Ukraine.

The following stages of mediation implementation are highlighted:

- fulfillment of the obligations by the state in the framework of the international agreements;
- development and implementation of the state policy in the field of mediation;
- creation of a regulatory framework by adopting a special Law of Ukraine “On Mediation”;
- legalization of the activity;
- “provision of mediation services” and profession “mediator” by amending the relevant legislation;
- introduction of a register of mediators;
- conducting seminars, roundtables, conferences to disseminate information on the mediation process to the legal community and the population as an alternative way of settlement/resolving a conflict/dispute.

In order to ensure the successful development and effective functioning of the mediation institute in Ukraine it is necessary to use a comprehensive approach to build a mediation model and to consolidate the legal status of mediation.

REFERENCES

1. Zadacha mediatora — modelirovat vozmozhnye puti resheniya konflikta, — Oleg Goretskiy [The task of the mediator is to simulate possible solutions to the conflict, — Oleg Goretsky]. (July 20, 2019). *newformat.info*. Retrieved from <http://newformat.info/socium/zadacha-mediatora-modelirovat-vozmozhnye-puti-resheniya-konflikta-oleg-goreckij/> [in Russian].
2. Fisher R. & Ury W. (2016). *Shliakh do Tak. Yak vesty perehovory, ne zdaiuchy pozitsii* [Getting to Yes: Negotiating Agreement Without Giving In]. Kyiv: Osnovy [in Ukrainian].
3. Volina T. V. (2019). Chomu v ukrainskykh peremovnykhiv ne mozhe buty yedynoi samovriadnoi orhanizatsii [Why Ukrainian negotiators cannot have a single self-government organization]. *Hazeta Zakon i Biznes — Newspaper Law and Business*, 29 (1431). [in Ukrainian].
4. Rozporiadzhennia Prezydenta Ukrainy “Pro upovnovazhennia P. Petrenka na pidpysannia Konventsii Orhanizatsii Obiednanykh Natsii pro mizhnarodni uhody pro vrehuliuvannia sporiv za rezultatamy mediatsii” : vid 25 lypnia 2019 roku № 239/2019-rp [Order of President of Ukraine “On the authorization of P. Petrenko to sign the United Nations Convention on International Agreements on the Settlement of Disputes by Mediation” from July 25 2019, № 239/2019-rp]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/239/2019-rp> [in Ukrainian].
5. Vid sohodni sproshcheno vrehuliuvannia mizhnarodnykh sporiv za rezultatamy mediatsii [Mediation settlement of international disputes is simplified as of today]. (July 07, 2019). *mind.ua*. Retrieved from <https://mind.ua/news/20200627-vidsogodni->

- sproshcheno-vregulyuvannya-mizhnarodnih-sporiv-za-rezultatami-mediacyi [in Ukrainian].
6. Sproshcheno vrehuliuvannia mizhnarodnykh sporiv za rezultatami mediatsii [Settlement of international disputes by mediation results is simplified]. (July 08, 2019). *uteka.ua*. Retrieved from <https://uteka.ua/ua/publication/news-14-novosti-zakonodatelstva-1-uproshhenno-uregulirovanie-mezhdunarodnykh-sporov-po-rezultatam-mediacii?from=balance.ua> [in Ukrainian].
 3. Газета Закон і Бізнес “Чому в українських перемовників не може бути єдиної самоврядної організації” Тамара Воліна В., 29 (1431) 27.07–02.08.2019.
 4. Верховна Рада України. Інформаційне наповнення – Відділ баз даних нормативно-правової інформації [Електронний ресурс]. Режим доступу: <https://zakon.rada.gov.ua/laws/show/239/2019-рп>
 5. Незалежний інформаційний бізнес-портал MIND “Від сьогодні спрощено врегулювання міжнародних спорів за результатами медіації 07.08.2019.
 6. Інформаційний портал Uteka.ua [Електронний ресурс]. Режим доступу: <https://uteka.ua/ua/publication/news-14-novosti-zakonodatelstva-1-uproshhenno-uregulirovanie-mezhdunarodnykh-sporov-po-rezultatam-mediacii?from=balance.ua>

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Новий Формат інтернет-видання “Задача медиатора — моделировать возможные пути решения конфликта”, Олег Горецкий, 20.06.2019.
2. *Рождер Фішер, Вільям Юрі*. Шлях до Так. Як вести переговори, не здаючи позицій. Книголав, 2016.

UDC: 351

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-97-108](https://doi.org/10.32689/2617-2224-2019-5(20)-97-108)

Kyrychenko Ganna Volodymyrivna,
deputy head of the post-graduate studies department, Interregional Academy of Personnel Management, 03039, Kyiv, Str. Frometivska, 2, tel.: (044) 490-95-12, e-mail: aspirant@iapm.edu.ua

ORCID: 0000-0003-1067-8758

Кириченко Ганна Володимирівна,
заступник начальника відділу аспірантури, Приватне акціонерне товариство "Вищий навчальний заклад "Міжрегіональна Академія управління персоналом", 03039, м. Київ, вул. Фрометівська, 2, тел.: (044) 490-95-12, e-mail: aspirant@iapm.edu.ua

ORCID: 0000-0003-1067-8758

Кириченко Анна Владимировна,
заместитель начальника отдела аспирантуры, Частное акционерное общество "Высшее учебное заведение "Межрегиональная Академия управления персоналом", 03039, г. Киев, ул. Фрометовская, 2, тел.: (044) 490-95-12, e-mail: aspirant@iapm.edu.ua
ORCID: 0000-0003-1067-8758



NATURE OF INFORMATION AND COMMUNICATION MECHANISMS OF THE IMAGE'S FORMATION OF GOVERNMENT AUTHORITIES

Abstract. The article explores the problems of forming the state bodies' image in the context of the information society development. The main directions of the communicative activity development of public administration bodies in modern conditions are established. The main tasks of information and communication mechanisms to create a positive image of public authorities are identified. The main characteristics of information and communication mechanisms of forming public authorities' image in the aspect of four media theories of mass media are determined.

The fundamental element of the mechanism of forming the public administration bodies' image are the media, which have emotional and rational influences on the citizens in order to achieve the goals of public administration. In the field of image reality, there is an opportunity for subjective interaction of public authorities, including public authorities, the public and the media, which exchange information, emotional and evaluative responses.

It was stated that in establishing dialogue between state bodies and the public, a conceptual approach, based on the principles of systematic, purposeful, open and constant, should prevail. The essence of this approach is that the decisions of public authorities on important problems should not be based solely on the personal opinions and personal experience of the managers. Important decisions must precede public analysis, prediction and modeling of social behavior of the population. Therefore, the participation of citizens in solving governmental issues is necessary. In this context, the necessary elements for the constructive participation of citizens in decision-making by the authorities are identified.

It was stated that communication technologies can work for the benefit of both parties — authorities and communities — and influence public opinion in such a way as to create a positive image for public authorities.

Keywords: state authorities, image of state bodies, information and communication mechanisms, communication technologies, mass media, communication.

ПРИРОДА ІНФОРМАЦІЙНО-КОМУНІКАЦІЙНИХ МЕХАНІЗМІВ ФОРМУВАННЯ ІМІДЖУ ОРГАНІВ ДЕРЖАВНОЇ ВЛАДИ

Анотація. Досліджується проблематика формування іміджу державних органів в контексті розвитку інформаційного суспільства. Встановлено головні напрямки розвитку комунікативної діяльності органів державного управління в сучасних умовах. Визначено основні завдання інформаційно-комунікаційних механізмів щодо створення позитивного іміджу органів державної влади. Визначено основні характеристики інформаційно-комунікаційних механізмів формування іміджу органів державної влади в аспекті чотирьох медіа-теорій засобів масової інформації.

Основоположним елементом механізму формування іміджу органів державного управління виступають засоби масової інформації, які мають емоційний та раціональний впливи на громадян для досягнення цілей державного управління. У сфері іміджевої реальності існує можливість для суб'єктивної взаємодії суб'єктів державного управління, у тому числі, органів державної влади, громадськості та засобів масової інформації, які обмінюються інформаційними, емоційними та оціночними відповідями.

Зазначено, що під час налагодження діалогу між державними органами та громадськістю має переважати концептуальний підхід, який заснований на принципах системності, цілеспрямованості, відкритості та постійності. Суть цього підходу полягає в тому, що рішення державних органів щодо важливих проблем не повинні базуватися виключно на особистих думках, власному досвіді керівників. Прийняття важливих рішень має передувати публічному аналізу, прогнозуванню та моделюванню соціальної поведінки населення. Тому участь громадян у вирішенні та розв'язанні державно-управлінських питань є необхідною. У цьому контексті визначено необхідні елементи для конструктивної участі громадян у прийнятті рішень органами влади.

Зазначено, що комунікаційні технології можуть працювати в інтересах обох сторін — влади та громад, і впливати на суспільну думку таким чином, щоб створювати позитивний імідж для державних органів влади.

Ключові слова: органи державної влади, імідж державних органів, інформаційно-комунікаційні механізми, комунікаційні технології, засоби масової інформації, комунікація.

ПРИРОДА ИНФОРМАЦИОННО-КОММУНИКАЦИОННЫХ МЕХАНИЗМОВ ФОРМИРОВАНИЯ ИМИДЖА ОРГАНОВ ГОСУДАРСТВЕННОЙ ВЛАСТИ

Аннотация. Исследуется проблематика формирования имиджа государственных органов в контексте развития информационного общества. Установлены главные направления развития коммуникативной деятельности органов государственного управления в современных условиях. Определены основные задачи информационно-коммуникационных механизмов по созданию положительного имиджа органов государственной власти. Определены основные характеристики информационно-коммуникационных механизмов формирования имиджа органов государственной власти в аспекте четырех медиа-теорий средств массовой информации.

Основополагающим элементом механизма формирования имиджа органов государственного управления выступают средства массовой информации, которые имеют эмоциональное и рациональное влияние на граждан для достижения целей государственного управления. В сфере имиджевой реальности существует возможность для субъективного взаимодействия субъектов государственного управления, в том числе, органов государственной власти, общественности и средств массовой информации, которые обмениваются информационными, эмоциональными и оценочными ответами.

Отмечено, что во время налаживания диалога между государственными органами и общественностью должен преобладать концептуальный подход, который основан на принципах системности, целенаправленности, открытости и постоянства. Суть этого подхода заключается в том, что решения государственных органов по важным проблемам не должны базироваться исключительно на личных мнениях, собственном опыте руководителей. Принятие важных решений должно предшествовать публичному анализу, прогнозированию и моделированию социального поведения населения. Поэтому участие граждан в решении государственно-управленческих вопросов является необходимым. В этом контексте определены необходимые элементы для конструктивного участия граждан в принятии решений органами власти.

Отмечено, что коммуникационные технологии могут работать в интересах обеих сторон — власти и общин, и влиять на общественное мнение таким образом, чтобы создавать положительный имидж для государственных органов власти.

Ключевые слова: органы государственной власти, имидж государственных органов, информационно-коммуникационные механизмы, коммуникационные технологии, средства массовой информации, коммуникация.

Formulation of the problem. The development of the modern information technology is accompanied by social transformations aimed at the formation of a new society characterized by the concept of the “new information era”. As a stage of human development, the information society is of global importance for all the branches of knowledge, with elements characteristic of the social structure of each type of society. Therefore, the modern development of information and communication technologies is increasingly revealing the essence of our age. It is logical that in the conditions of modernization of the modern society, the effective functioning of the state power is possible only in the conditions of formation of a positive image of the power. That is why one of the main questions that arises in the field of the public administration experts is theoretical and practical developments in the sphere of the public authority image in Ukraine. That is why the study of the problems of information and communication mechanisms of forming a positive image of the public authorities is a promising area of scientific activity, which is inextricably linked to the problems of effective functioning of the state apparatus as a whole.

Analysis of the recent publications on the subject. The analysis of the scientific researches and publications devoted to the problems of forming the image of the public administration in

the context of the development of the information society was considered by such scientists as: S. Kolosok [1], I. Panteleychuk [2], H. Pocheptsov [3] and other experts on this subject. S. Kolosok did a comprehensive study of the image of the public authorities in Ukraine, who presented them in his work “Public Relations in Forming the Image of the Public Authorities” [1, p. 12]. The author pays attention to the technologies of manipulation of the mass consciousness, which create relevant social illusions, and on the other hand — states that the main principles of activity of the public authorities should be openness and transparency of work, explores the functions of the public relations services — providing information to the public on the implementation of the state and local programs, as well as studying the response of the population to the actions of the public servants.

The purpose of the article is to determine the nature of the information and communication mechanisms of forming the image of the public authorities.

Outline of the main research material. The communication technologies influence the public and the formation of a positive image of the public administration, which, in turn, should focus on the interests of the both parties — the authorities and the public. So, based on this, we can say that the communicative activity of the public

administration, in modern conditions, should develop in two main directions:

- the use of the public relations as one of the main factors for the development of the modern communication technologies and as an important element in creating the information field of the state;
- the formation of scientific analytical research on the public opinion as a means of providing feedback, which allows to evaluate the effectiveness of the public administration efforts in creating the image of the public authorities.

It is worth agreeing with I. Panteleychuk's opinion that the image is an important communication block of forming a positive image of the public authorities, because it builds the internal sphere of the state, its architecture, the true form of the government, and therefore promotes the optimization of the government's activities, matching its functional activities with the needs of the society.

In the publication "Mechanisms for Forming and Implementing a State Image Strategy" [4] the researcher states that the process of creating a positive image of the public authorities involves systematic activities that focus and unite the efforts of the state institutions, the mass media and the expert community. In doing so, the mass media is the most effective and efficient way of creating an image. Thus, based on the author's considerations and research the information technologies and resources play an important role in the implementation of the image strategy as an integrated system of the actions of the authorities designed for the long term and aimed at achieving a positive image formation process.

It should not be forgotten that Ukraine is only part of the information community and is at the intermediate stage of the informatization. However, as I. Dmitrachkov points out, understanding of the place and opportunities of the information and communication technologies in the context of political modernization, forming public opinion about the government and creating a positive image of the state is very important, since the administration activity has a communicative and interpersonal character [5].

The study of the nature of the interconnection of communication and the image of the state proves that the main purpose of using the communicative approach in the activity of the authorities is the conformity of the chosen political path and the political decisions made to the public interest. In this case, the activities of the representatives of the public administration should be directed, first of all, to meet the public needs of the population in the light of the public opinion. Because if there is public support, then the government can increase its legitimacy.

In our opinion, the main tasks of the information and communication mechanisms to create the image of the public authorities are [6]:

- 1) providing public support for the state actions by increasing the level of the public confidence in the work of the representative bodies of the power;
- 2) implementation of a unified state communication policy by creating a comprehensive system of information impact on the public;
- 3) creating and supporting effective citizen feedback to monitor the socio-

political situation and evaluate the performance of the authorities;

4) establishing interaction, cooperation with the mass media in order to inform the public about the state policy and to establish and maintain a positive image of the authorities.

Based on the proposed objectives, we would like to emphasize that the communication activities of the public authorities should be aimed at creating such an information space that would contribute to the creation of a positive image of the authorities and, at the same time, would help to meet people's expectations. Such activities include: direct and feedback communication with the public, providing information on the implementation of the state and local programs, as well as studying the response of the public to the actions of the public authorities. Considering the functional and structural aspects of the two main functions of communication in the public administration system (formation of a positive image of the public authorities and providing timely and operational information to the public), we believe that three basic communication functions should be carried out for the image of a public institution:

- facilitating the way in which the public administration information and public policy are communicated to the full to the audience;
- providing the most desirable mode of submission of the information for citizens' perception of the results of the activity of the authorities;
- preparation of the basis for the formation of such information and communication mechanisms that would contribute to a positive attitude of the population to the power.

The scholars correctly note that the image is the result of the information and communication activities. At the present stage of the society every modern state attaches great importance to supporting the dissemination of information. For developed countries — this is an important component of the foreign policy strategies. To this end, the state establishes its own mass media to inform the public about the state of affairs of the state, as well as about the cases of an international nature [7, p. 60]. As can be seen in practice, not only the mass media but also various types of art take part in the formation of the image of the state power, taking over, to some extent, the ideological functions, creating forms of influence on the consciousness and forming the necessary political preferences. These means contain the same qualities that are inherent to them, namely [8, p. 2–5]:

1. Continuous communication with the public;
2. Accessibility;
3. Quality of information dissemination.

Through their effective work, the mass media covers various aspects of developing the image of the authorities, from providing personalized data on the leadership of these bodies, to disseminating information on the results of their work, as well as public, political and personal life. On the other hand, the information technologies help to actively monitor the activity of the public authorities, according to the society, and in this respect they are a reliable tool for feedback between the public and the state apparatus.

The attention given by the public administration theorists and practi-

tioners to the choice of communication channels for shaping the image of a state institute derives mainly from its strong ability to provide a model of mass consciousness for the interpretation of the surrounding reality. Compared to the Soviet propaganda system, it is important to note that the new Ukrainian mass communication system is distinguished by the emergence of a public information and communication sphere for the development of the civil dialogue based on the conflict of interests of certain owners or co-founders of the mass media and is able to create a clear and rational discussion of the various problems of the authorities. In our view, the characteristic feature of the “market” model of the mass media activity is the desire to receive commercial profits from the sale of information, and for the model based on the ideology of the “state” the main is lobbying the interests of the state in the sphere of information. In general, in the mo-

dern Ukraine the information and communication mechanisms of forming the image of the public authorities, in an ideological context, can be considered as part of “four media-theories”, since the media system can be authoritarian, paternalistic, commercial and democratic [9, p. 78]. Let us briefly mention the features of each of them (see Table).

Thus, as already mentioned, the image of the public authorities as an information and communication phenomenon is an important tool for the realization of the national interests. One of the important features of the image is the ability to provide information about the administration object, its professional and personal qualities. In this context, the image of the public authorities is for the citizens a source of information on the public administration system, enforcement mechanisms and activities of the public authorities. The realization of the image as an information and communicative pheno-

Information and communication mechanisms of forming the image of the public authorities within the framework of “four theories”

Media-theories of the mass media	The main characteristics of information and communication mechanisms of image formation of the public authorities
Authoritarian	The main task of communication is the transmission of instructions, guidelines, ideas and approaches of the ruling group, elite, caste. Such a system is simple, unambiguous, and sufficiently robust and widespread in the states where democratic foundations are too weak
Paternalistic	The mass media development strategy is pursued by the state that orders the rules of the game, that is, dictates the conditions of existence of the mass media
Commercial	Different from an authoritarian or paternalistic by a greater degree of internal mass media freedom, you can say anything you like, provided you have the legal right to say it
Democratic	It is based on the fact that the true task of the mass media is to describe the reality that enables people to make informed decisions. And the better the mass media will cope with this role, the greater their own influence will be. It is the most desirable for the civilizational development, but also the most complex, system

menon has led to the creation of a certain figurative reality. On the one hand, the modern man is in the real world, and on the other, the mass media resembles reality, but produces another world full of illusions and symbolism. The real world is full of events that are the result of people's activities, their relationships that are truly reflected and appreciated in people's minds. The reality is presented, as a rule, in accordance with the hidden interests (of the individuals, organizations) of the subjects of the image, so we mainly deal with a specially developed image and not with any other information about whom [10, p. 252–253]. Therefore, for this reason, the image reality in the government, the real world of the individual, social, professional groups, etc., is perceived by symbols, clichés, associations that can be created spontaneously through information and communication technologies, and has an emotional and rational impact on the citizens. The goal of the information society is to create the image of the public authorities [10, p. 252]. At the same time, the reality formed on the basis of images can pose a danger of separation of the people from the power, which characterizes another measure of abstraction, probability, arrogance and complexity, on which A. Parmonova focuses her attention [11, p. 8–9].

In the process of forming a positive image of the governing bodies, the development of a democratic state based on the ideological foundations of liberalism, transparency and openness of the public authorities, by reducing the necessary and administrative elements, improving the level of effectiveness of communication and information tech-

nology components becomes a priority. The public authorities should demonstrate accessibility to discuss proposals and cooperation, developing a democratic style of public service delivery, to avoid bureaucratic practices.

It should be borne in mind that a conceptual approach based on systematic, purposeful, open and continuous principles should prevail in the process of establishing dialogue between the public authorities and the public. The essence of this approach is that the decisions of the public authorities on important problems should not be based solely on the personal opinions and personal experience of the officials. The important decisions must precede the public analysis, prediction and modeling of the social behaviour of the population. Therefore, in the opinion of D. Yoder [12, p. 13], the participation of the citizens in solving and resolving the state-administrative issues is necessary to achieve the following general goals:

- 1) improvement of the sphere of functioning of the public policy;
- 2) safeguarding the interests of the citizens and developing democratic values;
- 3) taking into account the needs of different population groups;
- 4) social change through a policy that ensures equal access to the services of the entire local population;
- 5) veracity of the information for all.

Once the goals for the citizen participation have been set, it is necessary to choose ways of communicating with the authorities. The concept of monologue administration by the authorities is now outdated and ineffective. It opposes another medium of

communication — the dialogue, which means widespread discussion of the ideas for consensus. The dialogue communication is perceived as a way of strengthening the voice of the public, stimulating its effective participation for the social change [13, p. 593–598]. The success of the dialogue largely depends on the willingness of the public authorities and the public associations to act together and cooperate. In this context it is important to mention the necessary elements for constructive citizen participation in decision-making by the authorities, including:

- initiative and desire to make changes (the citizens should feel that the consequences of the decisions made by the authorities will directly affect their lives);
- dedication (the citizens must be persistent in their intentions of complicity);
- knowledge of methods of the public participation, peculiarities of their implementation and potential results;
- awareness of their rights and responsibilities regarding cooperation with the authorities and influence on the decision-making process;
- preparation required;
- cooperation with the local authorities (the representatives of the local authorities must learn to communicate with the citizens, to be impartial and to understand their needs);
- a clear benchmark for success for both the citizens and the local authorities (active participation of the citizens in the policy development and implementation is provided that the problem is directly addressed to them, or they receive some benefits from its solution);

- planning and implementation of changes;

- transparency;

- flexibility (the authorities and the citizens should be able to negotiate and cooperate);

- involvement of the professional experts, including specialists in the civic education, organization of public hearings, research on the quality of services, etc. [14, p. 83].

Through well-organized citizen participation and communication, the stakeholders can significantly influence the outcome of the decisions. In the end, engaging the citizens can help increase their confidence in the government and improve its legitimacy and quality of government. As a consequence, it can be concluded that the communication of the public authorities is a prerequisite for successful implementation of their activities. The essence of this idea is that the communication technologies can work in the interests of the both parties — the authorities and the communities and influence the public opinion in such a way as to create a positive image for the public authorities.

The analysis of the information and communication mechanisms of formation of a positive image of the public authorities shows that in the sphere of use of communications, the subjects of the public administration are in the sphere of accumulation, storage and provision of information, and there is a shift of state-administrative communications into the political plane.

Instead, the communicative aspect of the activity of the public authorities should be constantly demonstrated by the direct and mutual contact of the

governing bodies of any system in order to create, establish and operate a positive administration image that influences the emergence of a favourable environment for interaction between the two parties. The basic element of the mechanism of forming the image of the public administration bodies is, of course, the mass media. They have an emotional and rational impact on the citizens to achieve the goals of the government. In the field of image reality there is an opportunity for subjective interaction between the public authorities, including public administration, the public and the mass media, that exchange information, emotional and evaluative responses.

Conclusions and prospects for further research. The analysis of the national scientific literature on the nature of information and communication mechanisms of forming the image of the public authorities, especially in the field of public administration, made it possible to distinguish the main characteristics of information and communication mechanisms of forming the image of the public authorities in terms of four media-theories of the mass media:

1. The main task of communication is the transmission of instructions, guidelines, ideas and approaches of the ruling group, elite, caste. Such a system is simple, unambiguous, and sufficiently robust and widespread in the states where democratic foundations are too weak.

2. The mass media development strategy is pursued by the state that orders the rules of the game, that is, dictates the conditions of existence of the mass media.

3. Different from an authoritarian or paternalistic by a greater degree of internal mass media freedom, you can say anything you like, provided you have the legal right to say it.

4. It is based on the fact that the true task of the mass media is to describe the reality that enables people to make informed decisions. And the better the mass media will cope with this role, the greater their own influence will be. It is the most desirable for the civilizational development, but also the most complex, system.

In the future studies attention should be paid to the methods of communication in the public relations system, methods of transmission of the digital communication and methods of improving the quality of communication between the public authorities and the society.

REFERENCES

1. Kolosok S. V. (2003). *Zv'yazki z gromads'kistyu u formuvanni imidzhu organiv derzhavnoi vladi* [Public relations in shaping the image of public authorities]. *Extended abstract of candidate's thesis* [in Ukrainian].
2. Panteleichuk I. V. (2009). *Mistse ta rol' zv'yazkiv z gromads'kistyu u formuvanni imidzhu derzhavnikh institutsii* [Place and role of public relations in shaping the image of public institutions]. *Teoriya ta praktika derzhavnogo upravlinnya – Public administration theory and practice*, 4, p. 390 [in Ukrainian].
3. Pocheptsov G. G. (2012). *Zabezpechennya komunikativnikh operatsii derzhavi* [Ensuring communication operations of the state]. *Psikholingvistika – Psycholinguistics*, 10, p. 345 [in Ukrainian].

4. Panteleichuk I. V. (2012). Mekhanizmi formuvannya ta realizatsii derzhavnoi imidzhevoy strategii [Mechanisms of formation and implementation of the state image strategy]. *Derzhavne upravlinnya: udoskonalennya ta rozvitytok – Public administration: improvement and development*, 9. Retrieved from: http://nbuv.gov.ua/UJRN/Duur_2012_9_9 [in Ukrainian].
5. Dmitrakhov I. V. Rol' massmedia i zhurnalistiki v PR deyatel'nosti organov gosudarstvennoi vlasti [Role of mass media and journalism in the PR of public authorities]. Retrieved from: <https://cyberleninka.ru/article/n/rol-massmedia-i-zhurnalistiki-v-pr-deyatelnosti-organov-gosudarstvennoy-vlasti> [in Russian].
6. Kovbasyuk Yu.V. (Ed.). (2011). *Entsiklopediya derzhavnogo upravlinnya* [Encyclopedia of Public Administration]. (Vols. 1–8). Kyiv: NADU [in Ukrainian].
7. Semchenko O. A. (2014). *Imidzheva politika Ukrainu* [Image policy of Ukraine]. Monograf, p. 60 [in Ukrainian].
8. Akaiomova A. (2011). Komunikativni vlastivosti imidzhu ta iogo klasifikatsiya [Communicative properties of the image and its classification]. *Viche – Veche*, 22, p. 2–5. [in Ukrainian].
9. Bondar Yu. V. (2007). *Natsional'nii informatsiinii prostir novitn'oi Ukrainy: stanovlennya ta funktsionuvannya u protsesi politichnoi transformatsii suspil'stva* [National information space of modern Ukraine: becoming and functioning in the process of political transformation of society]. Kyiv: MAUP [in Ukrainian].
10. Kovbasyuk Yu. V. (Ed.). (2011). *Entsiklopediya derzhavnogo upravlinnya* [Encyclopedia of Public Administration]. (Vols. 1–8), (p. 252–253). Kyiv: NADU [in Ukrainian].
11. Parmonova A. V. (1998). Imidzh politicheskikh partii v ehlektoral'nom protsesse [Image of political parties in the electoral process]. *Extended abstract of candidate's thesis*. Voronezh [in Russian].
12. Yoder D. E. (1999). Contingency Framework for Environmental Decision-Making: Linking Decisions, Problems and Processes. *Policy Studies Review*, no. 16 (3/4), - p. 13.
13. Topol'nits'ka T. B. (2019). Komunikativnii aspekt uformuvanni imidzhu organiv publichnoi vladi [Communicative aspect in shaping the image of public authorities]. *Ekonomika ta suspil'stvo – Economics and Society*, 20 (p. 593–598) [in Ukrainian].
14. Kolisnichenko N. M. (2016). Dialogova komunikatsiya vladi i gromadyan v upravlinni teritoriyami [Dialogue communication between authorities and citizens in the management of territories]. *Zabezpechennya konstruktivnogo dialogu mizh vladoyu ta suspil'stvom – Ensuring a constructive dialogue between government and society: Proceedings of the Scientific and Practice Conference*, (p. 83). Odesa: ORIDU NADU [in Ukrainian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Колосок С. В. Зв'язки з громадськістю у формуванні іміджу органів державної влади : Автореф. дис. канд. наук з держ. упр. : 25.00.01 – теорія та історія державного управління / Сергій Васильович Колосок ; Одеський регіональний ін-т держ. управління НАДУ управління при Президентіві України. О., 2003. 22 с.
2. Пантелейчук І. В. Місце та роль зв'язків з громадськістю у формуванні іміджу державних інституцій / І. В. Пантелейчук // Теорія та

- практика державного управління. 2009. Вип. 4. 390 с.
3. Почепцов Г. Г. Забезпечення комунікативних операцій держави / Г. Г. Почепцов // Психолінгвістика. 2012. Вип. 10. 345 с.
 4. Пантелейчук І. В. Механізми формування та реалізації державної іміджевої стратегії [Електронний ресурс] / І. В. Пантелейчук // Державне управління: удосконалення та розвиток. 2012. № 9. Режим доступу: http://nbuv.gov.ua/UJRN/Diur_2012_9_9
 5. Дмитрачков І. В. Роль масмедіа и журналістики в PR деятельности органов государственной власти [Электронный ресурс] / І. В. Дмитрачков. Режим доступу: <https://cyberleninka.ru/article/n/rol-massmedia-i-zhurnalistiki-v-pr-deyatelnosti-organov-gosudarstvennoy-vlasti>
 6. Енциклопедія державного управління: у 8 т. / наук.-ред. колегія: Ю. В. Ковбасюк (гол.) та ін. К.: НАДУ, 2011. Т. 2. 692 с.
 7. Семченко О. А. Іміджева політика України: монографія / О. А. Семченко. 2014. С. 60.
 8. Акаймова А. Комунікативні властивості іміджу та його класифікація / А. Акаймова // Віче. 2011. № 22 (листопад). С. 2–5.
 9. Бондар Ю. В. Національний інформаційний простір новітньої України: становлення та функціонування у процесі політичної трансформації суспільства: монографія / Ю. В. Бондар. К. : МАУП, 2007. С. 78.
 10. Енциклопедія державного управління : у 8 т. / Нац. акад. держ. упр. при Президентові України; наук.-ред. колегія : Ю. В. Ковбасюк (голова) та ін. К. : НАДУ, 2011. Т. 1. : Теорія державного управління / наук.-ред. колегія : В. М. Князєв, І. В. Розпутенко (співголови) та ін. 2011. С. 252–253.
 11. Пармонова А. В. Имидж политических партий в электоральном процессе: Автореф. дис. ... канд. полит. наук / А. В. Пармонова. Воронеж, 1998. С. 8–9.
 12. Yoder D. E. (1999) Contingency Framework for Environmental Decision-Making: Linking Decisions, Problems and Processes. Policy Studies Review, № 16 (3/4). P. 13.
 13. Топольницька Т. Б. Комунікативний аспект у формуванні іміджу органів публічної влади // Мукачівський держ. ун-т // Електронне наукове видання “Економіка та суспільство”. 2019. Вип. 20. С. 593–598.
 14. Колісниченко Н. М. Діалогова комунікація влади і громадян в управлінні територіями. Забезпечення конструктивного діалогу між владою та суспільством: матеріали наук.-практ. конф. (Одеса, 28 квітня 2016 р.). Одеса: ОРІДУ НАДУ, 2016. С. 83.

UDC: 351:331.83

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-109-122](https://doi.org/10.32689/2617-2224-2019-5(20)-109-122)

Kovach Valeriia Omelianivna,

PhD in technical sciences, Deputy Director on scientific work Educational and Research Institute of Continuing Education National Aviation University Kosmonavta Komarova Ave., 1, Building 8, office 014, tel.: (044) 406-72-10, e-mail: valeriiakovach@gmail.com

ORCID: 0000-0002-1014-8979



Ковач Валерія Омелянівна,

кандидат технічних наук, заступник директора з наукової роботи, Навчально-науковий інститут неперервної освіти, Національного авіаційного університету, 03058, м. Київ, проспект Космонавта Комарова, 1, тел.: (044) 406-72-10, e-mail: valeriiakovach@gmail.com

ORCID: 0000-0002-1014-8979

ORCID: 0000-0002-1014-8979

Ковач Валерия Емельяновна,

кандидат технических наук, заместитель директора по научной работе Учебно-научный институт непрерывного образования Национального авиационного университета 03058, г. Киев, проспект Космонавта Комарова, 1, тел.: (044) 406-72-10, e-mail: valeriiakovach@gmail.com

ORCID: 0000-0002-1014-8979

FORECASTING THE MECHANISM OF THE LABOR MARKET MANAGEMENT

Abstract. The components of the mechanism of state management of the labor market of Ukraine are considered and a complex mechanism of its state regulation is formed. The modern management technologies and modern activity of the management apparatus in the labor market are analyzed. The importance of development of strategy and methodology in the process of personnel management is shown. The criteria for balancing labor market needs at national and regional levels are considered. The problems of regional management of the labor market, which lead to the creation of “staff hunger”, are revealed. The implementation of the management programs of the management institutes on improving the conditions of labor market management is analyzed. Several variants of the scenario forecast of labor market development are formulated in connection with the crisis of instability of the socio-economic situation in the regional labor markets. The block approach of workforce forecasting is presented. Model tendencies at the regional level are highlighted when considering the labor market supply and

demand ratio. The concepts of “unemployed”, “economically active population” and “self-employed population” are analyzed. The distribution of economically active population into groups is given. Approaches to counteracting potential, partial and real unemployment are shown. The change of place of labor market problems in the system of priorities of the state economic policy is considered and the options of restructuring of the management structure are offered. Options for raising the public status of problems of concern have been analyzed. Signs of formation of economic agent in accordance with the situation of the labor market are substantiated. The basic elements of the organizational and managerial mechanism of the labor market and the economic and organizational methods of market management are given. The necessity of improving the system of monitoring and forecasting of the labor market is substantiated. Proposed ways out of the crisis in the labor sphere in Ukraine.

Keywords: forecasting, state control mechanisms, labor market, personnel management, strategy, economic agent, labor-market problem.

ПРОГНОЗУВАННЯ МЕХАНІЗМУ УПРАВЛІННЯ РИНКОМ ПРАЦІ

Анотація. Розглянуто складові механізму державного управління ринком праці України та сформовано комплексний механізм його державного регулювання. Проаналізовано сучасні управлінські технології та сучасна діяльність апарату управління на ринку праці. Показано важливість розвитку стратегії та методології в процесі кадрового управління. Розглянуто критерії урівноваження потреб ринку праці на національному та регіональному рівнях. Розкрито проблеми регіонального управління ринком праці, що призводять до створення “кадрового голоду”. Проаналізовано виконання програм дій управлінських інститутів щодо покращення умов управління ринком праці. Сформульовано кілька варіантів сценарного прогнозу розвитку ринку праці у зв’язку з кризовою нестабільністю соціально-економічної ситуації на регіональних ринках праці. Наведено блочний підхід прогнозу робочої сили. Виділені зразкові тенденції на регіональному рівні при розгляді співвідношення попиту і пропозиції на ринку праці. Проаналізовано поняття “безробітні”, “економічно активне населення” та “самозайняте населення”. Наведено розподіл економічно активного населення на групи. Показано підходи до протидії потенційному, частковому і реальному безробіттю. Розглянуто зміну місця проблем ринку праці в системі пріоритетів державної економічної політики та запропоновані варіанти перебудови структури управління. Проаналізовано варіанти підвищення громадського статусу працеринкових проблем. Обґрунтовано ознаки формування економічного агента у відповідності до кон’юнктури ринку праці. Наведено основні елементи організаційно-управлінського механізму ринком праці та економіко-організаційні методи управління ринком. Обґрунтовано необхідність удосконалення системи моніторингу та прогнозування ринку праці. Запропоновано варіанти виходу з кризи в трудовій сфері в Україні.

Ключові слова: прогнозування, державні механізми управління, ринок праці, кадрове управління, стратегія, економічний агент, працеринкова проблема.

ПРОГНОЗИРОВАНИЕ МЕХАНИЗМА УПРАВЛЕНИЯ РЫНКОМ ТРУДА

Аннотация. Рассмотрены составляющие механизма государственного управления рынком труда Украины и сформирован комплексный механизм его государственного регулирования. Проанализированы современные управленческие технологии и современная деятельность аппарата управления на рынке труда. Показана важность развития стратегии и методологии в процессе кадрового управления. Рассмотрены критерии уравнивания потребностей рынка труда на национальном и региональном уровнях. Раскрыты проблемы регионального управления рынком труда, приводящие к созданию “кадрового голода”. Проанализировано выполнение программ действий управленческих институтов по улучшению условий управления рынком труда. Сформулировано несколько вариантов сценарного прогноза развития рынка труда в связи с кризисной нестабильностью социально-экономической ситуации на региональных рынках труда. Приведены блочный подход прогноза рабочей силы. Выделенные образцовые тенденции на региональном уровне при рассмотрении соотношения спроса и предложения на рынке труда. Проанализировано понятие “безработные”, “экономически активное население” и “самозанятое население”. Приведено распределение экономически активного населения на группы. Показано подходы к противодействию потенциальному, частичному и реальной безработице. Рассмотрено изменение места проблем рынка труда в системе приоритетов государственной экономической политики и предложены варианты перестройки структуры управления. Проанализированы варианты повышения общественного статуса трудорыночных проблем. Обоснованно признаки формирования экономического агента в соответствии с рынком труда. Приведены основные элементы организационно-управленческого механизма рынка труда и экономико-организационные методы управления рынком. Обоснована необходимость совершенствования системы мониторинга и прогнозирования рынка труда. Предложены варианты выхода из кризиса в трудовой сфере в Украине.

Ключевые слова: прогнозирование, государственные механизмы управления, рынок труда, кадровое управление, стратегия, экономический агент, трудорыночная проблема.

Statement of the problem. Comprehensive reform policy of society and economy in Ukraine, success of administrative decisions implementation in the labor market creates significantly new requirements for managers of dif-

ferent levels and spheres of administrative and economic activity. The labor market plays an important role in evolution of the national economic system. It is the market which enables economically active population to be involved in achievement of country's sustainable development goals. Insufficient level of remuneration in Ukraine, insufficiently developed mechanisms of market value formation of domestic labor force and considerable differences in remuneration in different regions of Ukraine lead to uneven distribution of economically active population in the country and migration of labor force to other countries of the world [1]. Ukraine's movement to the EU implies an increase in efficiency of the national labor market, introduction of innovations both in the labor market and in the educational sphere [2]. The given goals achievement will be possible only by correctly forming state mechanisms of forecasting labor market management.

Analysis of the recent researches and publications. General methodological principles of functioning and development of the labor market, objective necessity of the state intervention in the regulation of the labor sphere are grounded in works of such national scientists as: V. Onikiienko, Z. P. Baranyk, S. I. Bandur, B. M. Danylyshyn, E. M. Libanova, L. S. Lisohor, V. Petiukh, N. O. Parfentseva, S. I. Pirozhkov, V. H. Sariohlo, A. V. Khmeliuk, M. H. Chumachenko and others. However, there is a need to research national and regional labor markets to identify key trends and directly predict mechanisms for such markets managing.

Formulation purposes of problem. The article's aim is to identify trends

in main indicators development of the national and regional labor markets functioning in Ukraine and to justify formation of comprehensive predictive mechanism for labor market managing in Ukraine.

The main material. "Oedipus effect" states that it is to prevent negative phenomenon from happening by influencing corresponding causes. Forecasting during parallel conception of labor market management [3] is basis for organizing work to ensure employment balance of working-age population and existing jobs, as it allows with certainty to estimate:

- 1) current situation with demand and supply ratio of economic agents;
- 2) possible size of unemployed population, which can apply for employment assistance in not only state bodies, but also in a number of vacant and newly created vacancies;
- 3) distribution of labor force that appeared on the labor market (possible volumes of dismissed workers retraining and unemployed population, potential number of unemployed).

Transition to efficient management technologies requires managers of different levels and layers of new theoretical knowledge and practical skills with ability to collaborate in flexible "teams", to integrate financial and statistical information, and to take into account public response. Current activity of the management apparatus in the emerging labor market is not open enough and therefore ineffective. It is necessary to introduce and disseminate mental special qualities of managers and areas of

Mental spheres of management competence

Conflict management	Creative thinking	User orientation	Financial Management
Awareness about external situation	Decisiveness	Flexibility	Human resources management
Different workforce management	Interpersonal communication skills	Technical and technological competence	Managerial control and integration
Impact and negotiation	Planning and evaluation	Oral and written communication	Team formation
Self-government	Leadership	General vision	Problems solution

competence of heads of state institutions to do this (Table 1).

It is formed a new type of managers with specific progressive socio-productive characteristics (rare and scarce in the region) caused by new industries and intensified market competition. Independence of hired manager-professional from the capital that hired him is increased. Autonomous status of manager [4] protects economic decision-making process from illiterate and irresponsible interventions by shareholders of enterprises, trade unions, and political figures [5].

In economically developed countries while speaking about labor management it is referred to “human resources” and consider them systematically: invested capital, material resources, technologies. Efficient management today is possible due to highly advanced information technologies. Time factor rationalized management of the labor market process. Only highly organized and motivated labor can produce ripe fruits [6].

Classical management based on characteristically staffing structures can only partially meet needs of employer and requests for human re-

source management in environment with hourly, multilateral, multifactorial changes.

Employer should develop a strategy and methodology based on information flow management (implementation of software product in specific conditions) in the process of personnel management. Balance the of the labor market needs (as well as the markets for goods, services, finance, and so on) and resources should be the aim of planning analysis. Appropriate programs will allow to synchronize execution of planned work and actual activities, and to balance capacity of each resource and especially staff at the operational level of management [7–9].

Modern employer recognizes importance of each employee for enterprise and develops a personnel management strategy, together with professional recruitment, gives an important role to labor relations, organization of accounting, promotion of work, methods and standards of remuneration, formal and informal communications. Such system should flexibly promote structuring without compromising integrity, be robust, capable to recover from organizational and technological disrup-

tions, and provide efficient protection against unauthorized access to data.

Part of personnel unit that is not mentioned in practically any advertising brochure of commercial or industrial enterprise remains in the shadow with its internal concerns (including work on coordination and personnel monitoring) [10]. But practice confirms that experienced personnel should work with people who completed business school, to support recruitment requirements while maintaining image of the company.

Participation in the nationwide advertising campaigns should intensify opportunities for local press, radio and television in addition to ordering targeted advertising. It is necessary to check constantly regional labor markets. In Personnel policy is like construction of a house: "the stronger foundation leads to longer lifetime of the house" [11].

Reasons for problems of regional management exacerbation are: unilateral improvement of economic base of vulnerable industrial enterprises, created as links of large technological complexes with one consumer of their products — the state); deformations of socio-demographic structure (former planning of deployment of productive forces led to economic base with low-elastic resource — personnel of high-tech industries in high-industrial areas); low level of urban infrastructure (mismatch in the location (quantity) and needs (quality) of the social and living environment).

The labor market forecast is basis for determination of funds amount needed to carry out actions programs of the governing institutions of the labor mar-

ket and identification of regional policy priorities in this market for forecast period and developing measures aimed to prevent mass unemployment and to provide social guarantees for citizens in their employment sphere. Non-state financing of the labor market policy can be based on both attributive (division) and allocation (external) point of view [12; 13].

The most important methodological principle of forecasting is principle of multivariate (passive forecast based on analysis of current tendencies of process deployment) and active forecast (purposeful activity to increase labor activity of able-bodied citizens in the labor market). Due to crisis instability socio-economic situations it is possible to formulate 2–3 variants of scenario forecast: 1) reflective (change in existing production volumes — minimum); 2) average (which implies slightly higher rates of change in production); 3) maximum (based on possible significant changes in production volumes). Indicators of changes in production volumes are determined on the basis of data of local economic and governing bodies. These indicators are included in different forecast variants. Separate section of program for crisis exit can be formed based on the third variant of the forecast. It presupposes emergence of crisis instability in employment terms of working population of territories (cities, districts), economic sectors, individual enterprises, social and demographic groups of population.

It is necessary to make the calculations in physical persons not in annual values in case of sharply contrasting oversupply of labor supply over de-

mand from job owners by the labor market. When the situation in the labor market becomes stable it would be more advisable to move it to annual values. Calculations should take into account the national and demographic features, specific socio-economic development of territories, spread extent of certain forms of market relations. The labor market forecast can consist of 4 blocks: I block – labor supply, which allows to determine number of different categories of citizens offering labor services in emerging labor market; II block – demand for labor, which allows to estimate need for production in workers based on data; III block – supply and demand, which reflects degree of tension in the labor market; IV block – division of labor, which makes possible to estimate number of citizens who are self-employed and passed employment service (including non-governmental intermediary organizations) who seek assistance in the employment service. The last block also helps to determine possible number of unemployed persons and persons who will need retraining.

Following exemplary trends can be distinguished for the region when considering supply and demand ratio:

a) steady negative balance throughout the region with varying degrees of deviation in one direction or other by individual socio-demographic and occupational groups;

b) temporary supply and demand imbalance across the region and by major socio-demographic and occupational groups, driven primarily by breach of economic ties, contractual obligations, and financial difficulties due to the insolvency of mates or cash shortages.

It is very difficult but very important to identify sectors of economy, and socio-demographic and occupational groups where decline in demand is stable, long-term, where this process becomes short-term, and where possible revival and positive dynamics of demand for labor under certain conditions. When Forming of program documents to ensure population employment based on full-scale calculations of the regional labor market requires provision of passive fixation of supply-demand ratio and measure of active influence on dynamics of these indicators.

It is necessary to determine following among unemployed perons:

1) number of persons receiving financial assistance based on factual data adjusted for possible number of persons to whom assistance may be denied (eg, dismissed for absenteeism and other violations of employment), and person with aid term longer than 12 months;

2) number of persons participating in paid public works, which value depends on number of unemployed citizens, number of unemployed who do not receive unemployment assistance and regional features of economic development (possibility to organise seasonal public works, year-round, in rural and forest farms, utilities and road services, etc.).

Economically active population includes all persons of both sexes who offer labor force for production of economic goods and services during a certain reporting period. Typically, active population includes all persons over a certain age who was employed or unemployed for a number of weeks or days over a long period (for example, previous 12 months or previous calendar

year). Current workforce or population covers all persons who can be qualified as employed or unemployed. Working population should be divided into employees and self-employed workers. The first should be divided into those who “work for a salary in cash” and those who “have job but do not work temporarily” [10; 11]. For the latter, it is advisable to determine formal link with workplace, taking into account national peculiarities, as well as:

- a) salary;
- b) assurance in ability to return to work after certain circumstances change, or existence of an agreed date of return to work;
- c) period expiry of absence from work which in certain cases can be period during which employee can receive compensation without obligation to agree to another job.

Self-employed are “working” persons who were employed to get profit during researched period. They can have an enterprise (industrial, agricultural or service). Group of employed also should include persons temporarily not working due to illness or injury, holiday or vacation, strike or lockout, vacation for study, child birth, curtailment of economic activity, temporary disorganization and suspension of work due to such causes as bad weather, mechanical breakdown, accident lack of raw materials or fuel, or for any other reason. Persons engaged in production of economic goods and services for their own consumption or household consumption should be referred to those who are employed by state-owned enterprises if such production provides significant contribution to overall household consumption.

Economically active population can be divided into two main groups: armed forces and economically active civilian population. Economically active population can be correlated with general population to obtain a measure of labor force participation. It can be correlated with older population established for economically active population accounting. It is also necessary to implement time-based method which is developed on series of ongoing surveys covering representative sample of reporting periods during the year. Estimations can be expressed in person-days, person-hours, or turn into a standard full person-years classification of employment and income [14].

Income information is required to analyze hidden underemployment. Satisfactory estimates of earnings data can usually only be obtained through surveys of workforce and family income of hired workers or other sources, such as tax reports. Potential underemployment (measured according to the criterion of low labor productivity) is estimated when individual works in an enterprise or economic unit with abnormally low productivity.

In various sectors of the economy (in particular in agriculture) estimation of “surplus of labor force” or “labor reserves” can be obtained by comparing of available labor units and actual units used or required under different assumptions about productivity [15]. In many countries there are individuals who do not belong to the labor force but are included into labor force in addition to those who are currently in the labor force but whose contribution to family income and national product is limited by unemployment and full em-

ployment. Such persons can not actively seek for work, for example, due to the lack of suitable work for them; or they can have physical or mental disabilities that could be overcome through training or other corrective measures [13].

We refused from theoretical frameworks of labor market modeling (equilibrium or non-equilibrium with the n-th degree of state participation), and modeled approach to optimize management system of the labor market process. Then we came to conclusion of complex integration of above described component, because the market itself begins to form. Structural and economic principle shows complexity of diversity of interconnected socio-economic structures. Information, ideology, investments, innovations and intelligence are own and external signs of achieving high and flexible level of formation of economic agent, appropriate to situation of the labor market [17].

Way of economic agents interconnection will allow to calculate functional load of each. It involves classification of macroeconomic phenomena (variables) into internal to this system, endogenous and external, exogenous. Their model relationships and relationships between them characterize following types of relationships:

1) relationships resulting from direct identification of macroeconomic variables;

2) conditional formalization of actually existing normative relations;

3) technical dependencies related to conditions of functioning of labor market and in fact labor process;

4) static, reflecting existing trends and interdependence of variables;

5) heuristic dependencies that imply description of behavior of economic agents and reaction to changes of external conditions of internal state of economic system. Any target endogenous variable (eg, unemployment rate) is influenced by all time scenarios due to interdependence of the variables. Intentionally or involuntarily (due to managerial unprofessionalism — incompetence) distortion of hierarchy of existing structures and variables leads to inadequacy of object’s response to actions of management subject. Obviously, the labor market is not a completely closed static set of socio-economic concepts. Like all processes the labor market has certain length in time so called “flow of time”. It can be estimated as intensity of key parameters of internal processes changes [18].

Space/time of the labor market is constituted by internal laws that were historically formed under influence of factors:

It should be noted that efficient counteraction to mass potential, partial and real unemployment is possible only

Table 2

Internal laws of the labour market

Supersystem action. External insurmountable environment	Socio-cultural genotype. Intra-structural production
It separates social, economic, demographic and other emerging contours of the labor market and again shapes way economic agents function	Role of historical link between generations of organizational charts of management, methods of management, schemes of distribution of labor and other resources, etc.

within the framework of economic crisis program. All economic, including investment, developing programs should include indicators of demand for labor, number of jobs stored or additionally created (real production, technologically necessary or socially significant), as standards (program evaluation criteria) [19].

It is necessary to radically change place of the labor market problems in system of priorities of state economic policy and to restructure governance structure. The highest authorities and key structures of the Government of Ukraine should be subjects of anti-crisis regulation. Content of formally declared active employment policy should be reviewed. The policy is understood as a system of measures to facilitate rapid search for work or to educate able-bodied in working age in new occupations. In Ukraine it is necessary first to restore destroyed and create new (market) mechanisms of “production of workplaces” and then stimulate population to search, because it is impossible to search something that is not available.

Departments of employment abroad, for example, in the USA have information about who and where work. It includes not only unemployed who contacted employment service. It shows spread of the labor market in both employment and unemployment. Support methods for production and workplace systems should shift towards public investment and public procurement programs for domestic producers of specific product groups (primarily high-tech, socially and environmentally significant) instead of virtually addressable cash “inflows”. These “inflows” lead to

huge funds operation by commercial banks [16].

It is necessary to bring the Constitution of Ukraine into line with international perceptions of socio-economic human rights and to take into account many ILO documents, in particular, Convention № 122 (1966) in order to raise the public status of pro-employment problems. It is essential to substantially revise and supplement the by-law regulatory framework with extension and specification of responsibility measures of state and rayon governments, state budget and relevant official agencies.

Organizational and management mechanism should consist of the following elements:

- 1) management structure and coordination system of economic agents formation and their implementation into the labor market;

- 2) legal regulation of interaction of labor market actors;

- 3) forms of their activity in the process of interaction at each stage of extracurricular relations;

- 4) forms and methods of action (indirect or direct) of state, sectoral (economic), territorial bodies of management on activity of enterprises, organizations, institutions;

- 5) system of information support, study and forecasting of demand for economic agents. Different elements of each control subsystem are interconnected, forming single reproduction process. Persecution in one direction or another reflects discrepancies caused by developments in management mechanism of the region and labor resources development. They are in system of relations built on interests of indi-

vidual, regarding formation, distribution and use of economic agents of labor market [19]. Absence of proper planning for formation of economic agents leads to strengthening of inactive and insufficiently targeted economic levers and incentives by inflexibility of organizational governance structure, bureaucratization of the institutional layer of the labor market.

Economic and organizational methods of market management should be flexible, taking into account constantly changing environment. Economic experiments according to scientific recommendations depend on projected reality and objective development trends taking into account current situation in emerging market space.

Main (but it is difficult to implement them in Ukraine) requirements to overcome work sphere crisis: formation of efficient system of lifelong education in accordance with technical and technological revolution and market economy, i.e. presence of economic agents required and constantly increasing qualification level on the labor market; possibility to form decent “middle class”; establishment of inter-regional relations on employment issues, gradual establishment of unified information systems and distribution of labor resources; removal of restrictions on registration, travel abroad; stimulating geographical mobility by creation of job market and housing market, promoting professional mobility through facilitating retraining; e) freedom increasing of workers to choose their place of residence, work, profession, nature of work and so on; f) development of long-term national policy of Ukraine in the field of migration of specialists and scien-

tists, protection of priority spheres of national science; creation of adequate conditions in the Ukrainian labor market to minimize loss of production from migration of specialists abroad, to encourage export of low-skilled labor from Ukraine; g) implementation of current legislation and creation of comprehensive legal framework for normal labor market functioning; enhancing role of employment contracts in regulating working conditions and paying them; h) fostering of “love for work”, enhancing professionalism and effective career; i) formation of social protection system for those who leave for work abroad, mechanism for departure processes managing. Experience of working Ukrainian citizens in industrialized countries helps to improve their skills; to strengthen their and their family’s well-being; to introduce advanced technologies at home; to create ventures; to develop business activity and entrepreneurship.

Insights from this study and perspectives for further research in this direction. Improvement of economic mechanisms system of state regulation of the labor market should be aimed to ensure its efficient functioning and development, balancing labor supply and demand, increasing level of productive employment of labor resources, optimal combination of growth in labor efficiency and expanding demand for labor. It will be significant factor in further socio-economic growth. In all listed above economic instruments should be applied in unity and interconnection during principles implementation of economic mechanisms of state regulation of the labor market both at the national and regional levels.

REFERENCES

1. Ślusarczyk, B., Barwińska-Małajowicz, A., & Czop T., (2016) Rynek pracy młodzieży w regionie podkarpackim. Możliwości i bariery, Rzeszów: AMELIA [In Polish].
2. Baranyk Z. P. (2006) *Osnovni naprjamy efektyvnogho funkcionuvannja rynku praci v konteksti integraciji Ukrajinu do EU* [Main directions of efficient functioning of the labor market in the context of Ukraine's integration into the EU] // Kyiv: Bjuletenj IPK DSZU.[in Ukrainian].
3. Ghrynjova V. M. (2007). *Rynok praci: teoretyko-metodologichni zasady ta naprjamy rozvytku* [Labor market: theoretical and methodological foundations and directions of development]. Kharkiv: UNZhEK [in Ukrainian].
4. Fedorenko V. G. (Eds.). (2007). *Teoretychni ta prykladni zasady investytsijno innovacijnogho rozvytku ekonomiky ta rynku praci v Ukrajinu: monoghrafija* [Theoretical and applied principles of investment-innovative development of the economy and the labor market in Ukraine: monograph]. — Kyiv: IPK DSZU.
5. Baranyk Z. P. (2005). *Statystyka rynku praci: Navch. Posib* [Labor market statistics: Education handbook]. — Kyiv: KNEU [in Ukrainian].
6. Bohynja D. P., Kulikov G. T., & Shamoto V. M. (2001). *Socialjno ekonomichnyj mekhanizm rehuljuvannja rynku praci ta zarobitnoji platy* [Socio-economic mechanism of labor market and wage regulation]. — Kyiv: Inst. ekonom. NANU[in Ukrainian].
7. Kozar T. P. (2006) *Suchasni problemy derzhavnogho rehuljuvannja rynku praci na rehionalnomu rivni v Ukrajinu* [Socio-economic mechanism of labor market and wage regulation]. *Ekonomika ta derzhava – Economics and State*, 10, 78–80 [in Ukrainian].
8. Akilina O. V. (2017). *Aktualjni problemy derzhavnogho rehuljuvannja rynku praci v Ukrajinu* [Actual problems of state regulation of the labor market in Ukraine]. *Statystyka Ukrajinu – Statistics of Ukraine*, 1, 90–96 [in Ukrainian].
9. Zub M. Ia. (2009) *Faktory vplyvu na rozvytok rehionalnogho rynku praci za umov jevrintegraciji* [Factors influencing the development of the regional labor market in the context of European integration]. *Visnyk Khmelnyckogho nacionalnogho universytetu – Bulletin of the Khmelnytsky National University*, 5, 221–224 [in Ukrainian].
10. Ilich L. M. (2017). *Vzajemodija rynkiv praci ta osvity: sutnistj, kharakterni rysy ta modelj funkcionuvannja* [Interaction of labor markets and education: essence, characteristics and model of functioning]. *Ekonomika ta derzhava – Economics and State*, 4, 69–74 [in Ukrainian].
11. Kurii L. O. (2012) *Vykorystannja kiljksisnykh i jakisnykh statystychnykh pokaznykiv realizaciji efektyvnoji mighracijnoji polityky* [Use of quantitative and qualitative statistical indicators for the implementation of effective migration policy]. *Proceedings from: IX Mizhnarodna naukovo-praktychna konferencija Skladovi elementy pidvyshhennja ekonomichnogho potencialu Ukrajinu za umov ghlobalizaciji* [IX International Scientific and Practical Conference “Components of enhancing the economic potential of Ukraine in the context of globalization”]. — Khmelnyckyj [in Ukrainian].
12. Kvasha O. S. (2018). *Rynok praci v Ukrajinu: analiz suchasnogho stanu ta perspektyvy rozvytku* [The labor market in Ukraine: analysis of the current state and prospects for development]. *Mykolajivskyj nacionalnyj univer-*

- syttet imeni V. O. Sukhomlynsjko – Sukhomlynskyi Mykolaiv National University, 22, 1074–1079 [in Ukrainian].
13. Kirian T., Shapoval M., Koval S. (2013). Naprjamy ta shljakhy podalshogho zmenshennja obsjaghiv bezrobittja v Ukraini [Directions and Ways to Further Reduce Unemployment in Ukraine]. *Visnyk ekonomichnoji nauky Ukrainy – Bulletin of the economic science of Ukraine*, 2, 51–58 [in Ukrainian].
 14. Marshavin Ju. M. (2011). *Reguljuvannja rynku praci Ukrainy: teorija ta praktyka systemnogho pidkrodu: monohrafija* [The Theory and Practice of a Systematic Approach: Monograph]. Kyiv: Alterpres, 2011 [in Ukrainian].
 15. Kovach Valeriia; Hurkovskyi Volodymyr (2019). COMPETITION IN LABOR RELATIONS SPHERE. *Social and Human Sciences. Polish-Ukrainian scientific journal*, 02 (19) [in English].
 16. Mezencev K., Mezenceva N. (2016). Zovnishni trudovi mighraciji v konteksti zajnjatosti na rynku praci v Ukraini [External labor migration in the context of employment in the labor market in Ukraine]. *Visnyk Kyjivsjkogho nacionalnognogho universytetu imeni Tarasa Shevchenka – Bulletin of the Taras Shevchenko Kyiv National University*, 57, 8–11 [in Ukrainian].
 17. Rubzhansjka V. O. (2016) Funkciji ta kljuchovi naprjamy upravlinnja rehionalnym rynkom praci [Functions and key areas of management of the regional labor market]. *Ekonomika i suspilstvo – Economics and Society*, 7, 582–589 [in Ukrainian].
 18. Fedorenko V., Fedorenko M. S. (2010). Rynok praci ta socialjno-ekonomichna polityka v Ukraini [Labor market and socio-economic policy in Ukraine] // *Ekonomika ta derzhava – Economics and State*, 10, 62–64 [in Ukrainian].
 19. Fedunchyk L. (2016). Rynok praci v Ukraini: problemy ta naprjamy jikh vyrishennja [The labor market in Ukraine: problems and directions of their solution]. *Rynok praci ta zajnjatistj naseleennja – Labour market and Employment*, 2, 31–34 [in Ukrainian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Ślusarczyk B., Barwińska-Malajowicz A., Czop T. Rynek pracy młodzieży w regionie podkarpackim. Możliwości i bariery, Wyd. AMELIA, Rzeszów 2016. (s. 125).
2. Бараник З. П. Основні напрями ефективного функціонування ринку праці в контексті інтеграції України до ЄС // Бюлетень ІПК ДСЗУ. 2006. № 2. С. 10–13.
3. Гриньова В. М. Ринок праці: теоретико-методологічні засади та напрями розвитку: монографія / В. М. Гриньова, В. В. Самойленко. Х.: ВД “ІН-ЖЕК”, 2007. С. 79.
4. Теоретичні та прикладні засади інвестиційно інноваційного розвитку економіки та ринку праці в Україні: монографія / за заг. ред. В. Г. Федоренка. К.: ІПК ДСЗУ, 2007. 317 с.
5. Бараник З. П. Статистика ринку праці: навч. посіб. К.: КНЕУ, 2005. 167 с.
6. Богиня Д. П., Куліков Г. Т., Шамота В. М та інші. Соціально економічний механізм регулювання ринку праці та заробітної плати. Київ: Ін-т економ. НАНУ, 2001. 300 с.
7. Козарь Т. П. Сучасні проблеми державного регулювання ринку праці на регіональному рівні в Україні // Економіка та держава. 2006. № 10. С. 78–80.
8. Акіліна О. В. Актуальні проблеми державного регулювання ринку праці в Україні / О. В. Акіліна //

- Статистика України. № 1. 2017. С. 90–96.
9. *Зуб М. Я.* Фактори впливу на розвиток регіонального ринку праці за умов євроінтеграції / М. Я. Зуб // Вісн. Хмельницького нац. ун-ту. № 5. 2009. С. 221–224.
 10. *Львів Л. М.* взаємодія ринків праці та освіти: сутність, характерні риси та модель функціонування / Л. М. Львів // Економіка та держава. № 4. 2017. С. 69–74.
 11. *Курій Л. О.* Використання кількісних і якісних статистичних показників реалізації ефективної міграційної політики / Л. О. Курій // IX Міжнародна наук.-практ. конф. “Складові елементи підвищення економічного потенціалу України за умов глобалізації”. Хмельницький, 2012.
 12. *Кваша О. С.* Ринок праці в Україні: аналіз сучасного стану та перспективи розвитку / О. С. Кваша // Миколаїв. нац. ун-т ім. В. О. Сухомлинського. Вип. 22. 2018. С. 1074–1079.
 13. *Кір’ян Т.* Напрями та шляхи подальшого зменшення обсягів безробіття в Україні / Т. Кір’ян, М. Шаповал, С. Коваль // Вісн. економічної науки України. № 2. 2013. С. 51–58.
 14. *Маршавін Ю. М.* Регулювання ринку праці України: теорія та практика системного підходу: монографія / Ю. М. Маршавін. К.: Альтерпрес, 2011. 396 с.
 15. *Kovach Valeriia; Hurkovskyi, Volodymyr* (2019). COMPETITION IN LABOR RELATIONS SPHERE. Social and Human Sciences. Polish-Ukrainian scientific journal, 02 (19).
 16. *Мезенцев К.* Зовнішні трудові міграції в контексті зайнятості на ринку праці в Україні / К. Мезенцев, Н. Мезенцева // Вісн. Київського нац. ун-ту імені Тараса Шевченка. № 57. 2010. С. 8–11.
 17. *Рубежанська В. О.* Функції та ключові напрями управління регіональним ринком праці / В. О. Рубежанська // Економіка і суспільство. Вип. 7. 2016. С. 582–589.
 18. *Федоренко В. Г.* Ринок праці та соціально-економічна політика в Україні / В. Г. Федоренко, М. С. Федоренко // Економіка та держава. № 10. 2010. С. 62–64.
 19. *Федунчик Л. Г.* Ринок праці в Україні: проблеми та напрями їх вирішення / Л. Г. Федунчик // Ринок праці та зайнятість населення. № 2. 2016. С. 31–34.

UDC: 321:353.1

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-123-133](https://doi.org/10.32689/2617-2224-2019-5(20)-123-133)

Kozakov Volodymyr Nikolaevich,

Doctor of Sciences in public administration, Professor, Professor of the Department of social development and social-power relations, National Academy of Public Administration under the President of Ukraine, Kyiv, Str. Eugène Pottier, 20, tel.: 050 3931212, e-mail: v.kozakov@ukr.net

ORCID: 0000-0003-1330-5244

Козаков Володимир Миколайович,

доктор наук з державного управління, професор, академік Української технологічної академії, професор кафедри суспільного розвитку та суспільно-владних відносин, Національна академія державного управління при Президентові України, м. Київ, вул. Ежена Пот'є, 20, тел.: 050 3931212, e-mail: v.kozakov@ukr.net

ORCID: 0000-0003-1330-5244

Козаков Владимир Николаевич,

доктор наук государственного управления, профессор, профессор кафедры общественного развития и общественно-властных отношений, Национальная академия государственного управления при Президенте Украины, г. Киев, ул. Эжена Потье, 20, тел.: (050)3931212, e-mail: v.kozakov@ukr.net

ORCID: 0000-0003-1330-5244

Lukianiuk Oleksandr Nikolaevich,

postgraduate student the Dept. Public social development and social-power relations National Academy for Public Administration under the President of Ukraine, Kyiv, Str. Eugène Pottier, 20, tel.: (044) 456 13 86, e-mail: platinum77@ukr.net

ORCID: 0000-0003-4762-3195

Лук'янюк Олександр Миколайович,

аспірант кафедри суспільного розвитку суспільно-владних відносин, Національна академія державного управління при Президентові України, м. Київ, вул. Ежена Пот'є, 20, тел.: 044 456 13 86, e-mail: platinum77@ukr.net

ORCID: 0000-0003-4762-3195



FORMATION AND IMPLEMENTATION OF THE STATE-PUBLIC COMMUNICATION IN THE FIELD OF CONSUMER PROTECTION

Abstract. The article substantiates the peculiarities of functioning of the state-public communication in the sphere of the consumer rights protection and providing practical recommendations on their implementation in the practice of democratic governance in Ukraine. Special attention is paid to the analysis of the concept of the state policy in the field of consumer rights protection, as well as the directions of improving the interaction of the state and civil society in the protection of the consumer rights. It is determined that in contrast to the usual practice of the public administration that relies on the hierarchy and provides for unconditional execution of orders and commands, the main parameters of the public-communication sphere (public policy, public administration, public communication) are consent and agreement. The traditional administrative activity pays mostly attention to law and regulations, the public – communication to norms, collective recommendations, values, proposals, moral agreements.

To change the existing pyramid of power: to make it responsible for managing the public affairs and not to be the manager of the property of the citizens, their lives, national resources is a modern way of organizing power, a real mechanism for its democratization, control of the society and true self-government. It has been found that the key to success in achieving high standards of quality of life is the cooperation of the government agencies, public organizations and consumers. Consumer culture should be used to educate children from a young age, because the right quality of goods and services is not only safety for life and health, but also respect for the human dignity.

It is proved that the modern model of relations between the state and the citizens should be built not on the traditional principle of subject-object relations (control-managed), but on the mechanisms of “communicative behaviour”, that is, subject-subject relations, on the principles of definition of equality of both the public and the “private” people, which envisages as the main democratic procedure the “dialog communication” of the state authorities and the “free public”. The main “difference of the dialog model is that it assumes a kind of “horizontal equality” of the participants in the information exchange, as opposed to the “vertical” principle of “leadership-subordination” inherent in the “broadcasting” model.

Keywords: public administration, state-public communication, consumer protection, consumerism, concept of the public policy in the field of consumer rights protection until 2020.

ФОРМУВАННЯ ТА РЕАЛІЗАЦІЯ ДЕРЖАВНО-ГРОМАДСЬКОЇ КОМУНІКАЦІЇ В СФЕРІ ЗАХИСТУ ПРАВ СПОЖИВАЧІВ

Анотація. Обґрунтовано особливості функціонування державно-громадської комунікації в сфері захисту прав споживачів та наданні практичних рекомендацій щодо їх впровадження в практику демократичного врядування в Україні. Особливу увагу приділено аналізу концепції державної політики у сфері захисту прав споживачів, а також напрямків удосконалення взаємодії держави та громадянського суспільства у захисту прав споживачів. Визначено, що на противагу звичної практики державного управління, яка спирається на ієрархії та передбачає безумовне виконання наказів та розпоряджень, головними параметрами публічно-комунікативної сфери (публічна політика, публічне врядування, публічна комунікація) стають згода і договір. Традиційна адміністративно-управлінська діяльність приділяє переважно увагу праву та регламентам, публічно-комунікативна — нормам, колективним рекомендаціям, цінностям, пропозиціям, моральним угодам.

Змінити існуючу піраміду влади: зробити її відповідальною за розпорядження суспільними справами, а не бути розпорядником власності громадян, їх життєвих доль, загальнонародних ресурсів — це сучасний шлях організації влади, реальний механізм її демократизації, підконтрольності суспільству й справжнього самоврядування. З'ясовано, що запорукою успіху для досягнення високих стандартів якості життя є співпраця державних органів, громадських організацій та споживачів. Споживчій культурі необхідно привчати дітей змалечку, адже належна якість товарів та послуг — це не тільки безпека для життя та здоров'я, а й повага до гідності людини.

Доведено, що сучасна модель взаємин держави і громадян має вибудовуватися не за традиційним принципом суб'єкт-об'єктних відносин (керуючі — керовані), а на механізмах “комунікативної поведінки”, тобто суб'єкт-суб'єктних відносинах, на принципах визначення рівноправності як людини державної, так і людини “приватної”, що передбачає як головну демократичну процедуру “діалогову комунікацію” державної влади і “вільної громадськості”. Головна “відмінність діалогової моделі полягає в тому, що вона припускає своєрідну “горизонтальну рівність” учасників інформаційного обміну, на противагу “вертикальному” принципу “керівництва-підпорядкування”, властивого для моделі “віщання”.

Ключові слова: публічне управління, державно-громадська комунікація, захист прав споживачів, консюмеризм, концепція державної політики у сфері захисту прав споживачів на період до 2020 року.

ФОРМИРОВАНИЕ И РЕАЛИЗАЦИЯ ГОСУДАРСТВЕННО-ОБЩЕСТВЕННОЙ КОММУНИКАЦИИ В СФЕРЕ ЗАЩИТЫ ПРАВ ПОТРЕБИТЕЛЕЙ

Аннотация. Обоснованы особенности функционирования государственно-общественной коммуникации в сфере защиты прав потребителей и предоставлении практических рекомендаций по их внедрению в практику демократического управления в Украине. Особое внимание уделено анализу концепции государственной политики в сфере защиты прав потребителей, а также направлений совершенствования взаимодействия государства и гражданского общества в защите прав потребителей. Определено, что в противовес привычной практики государственного управления, опирающаяся на иерархии и предусматривает безусловное выполнение приказов и распоряжений, главными параметрами публично-коммуникативной сферы (публичная политика, публичное управление, публичная коммуникация) становятся согласие и договор. Традиционная административно-управленческая деятельность уделяет преимущественно внимание праву и регламентам, публично-коммуникативная — нормам, коллективным рекомендациям, ценностям, предложениям, нравственным соглашениям. Изменить существующую пирамиду власти: сделать ее ответственной за распоряжение общественными делами, а не быть распорядителем собственности граждан, их жизненных судеб, общенародных ресурсов — это современный путь организации власти, реальный механизм ее демократизации, подконтрольности обществу и настоящего самоуправления. Выяснено, что залогом успеха для достижения высоких стандартов качества жизни является сотрудничество государственных органов, общественных организаций и потребителей. Потребительской культуре необходимо приучать детей с детства, ведь надлежащее качество товаров и услуг — это не только безопасность для жизни и здоровья, но и уважение к достоинству человека.

Доказано, что современная модель взаимоотношений государства и граждан должна выстраиваться не по традиционному принципу субъект-объектных отношений (управляющие—управляемые), а на механизмах “коммуникативного поведения”, то есть субъект-субъектных отношениях, на принципах определения равноправия как человека государственного, так и человека “частного”, предусматривающего как главную демократическую процедуру “диалоговую коммуникацию” государственной власти и “свободной общественности”. Главное отличие диалоговой модели состоит в том, что она предполагает своеобразное горизонтальное равенство участников информационного обмена, в противовес вертикального “принципа” руководства-подчинения.

Ключевые слова: публичное управление, государственно-общественная коммуникация, защита прав потребителей, консюмеризм, концепция государственной политики в сфере защиты прав потребителей на период до 2020 года.

Formulation of the problem. By signing the Association Agreement between Ukraine, on the one hand, and the European Union, Ukraine has committed itself to ensuring a high level of consumer protection.

At the same time it should be noted that Ukraine lacks a comprehensive system of state protection of the consumer rights, and this leads to competitive advantages for unfair business. Therefore, the internal consumer market is more risky and dangerous for the consumers whose infringement has become widespread. Most economic operators (producers) lose their competitiveness both domestically and in the EU market. The spread of dangerous and poor quality products in the internal market is becoming increasingly threatening to the health and life of the population [1].

It must be acknowledged that no system for the implementation of the European principle of the presumption of consumer innocence, an accessible and transparent system of pre-trial complaints and response to the results of independent consumer research has been established at the state level.

In addition, the role of the civil society, in particular the public associations of consumers, is underestimated in Ukraine. At the same time, the European practice successfully implements measures to support the activities of public organizations, which makes it possible to use resources more effectively in addressing information, consulting, consumer education, identifying threats, monitoring the market, exercising control over the performance of the public authorities by their functions, preventing corruption factors. Therefore, as we can see, the analysis

of the main directions of formation and implementation of the state-public communication as an important factor in their implementation in the practice of democratic governance in Ukraine is relevant and timely.

Analysis of the recent research and publications. Within the national science of public administration the conceptual foundations of the theory of communication, issues of development of mass and civil communication, public relations were reflected in the works of such scientists as: E. Afonin, V. Bebyk, M. Bilynska, T. Butyrska, O. Valeyevsky, T. Vasylevsky, V. Holub, L. Hon-yukova, N. Hritsyak, V. Hurkovsky, O. Dmytrenko, N. Dniprenko, V. Karlova, V. Kozakov, V. Kuybida, M. Lohunov, D. Nelipa, I. Panteleikhuk, O. Petroye, H. Pocheptsov, O. Pukhkal, V. Rebkalo, E. Romanenko, A. Savkov, I. Suray, S. Teleshun and others. The research of consumer protection issues, the formation of consumerism is devoted to scientific publications, mainly by economists, namely: A. Voichak, S. Dubenko, I. Dudlo, A. Mazarakhi, N. Salukhina, F. Kotler, A. Pavlenko, V. Kardash, O. Shafalyuk, O. Yazvinska, etc.

Therefore, the relevance, theoretical and practical importance and insufficient elaboration of this topic determined the author's scientific interest in the theoretical and methodological substantiation of the impact of the civil communication on the democratic development of the public administration in the field of consumer protection in Ukraine.

The purpose of the article is to theoretically and methodologically substantiate the peculiarities of func-

tioning of state-public communication in the sphere of consumer rights protection and to provide practical recommendations on their implementation in the practice of democratic governance in Ukraine.

Presentation of the main material.

Recently, EU consumer policy calls for a revision in light of citizens' needs to improve the protection of their consumer interests, namely: ensuring a high level of consumer protection, mainly by improving the provision of information on consumer issues; improving consultation and better representation of the consumer interests; ensuring effective enforcement of the consumer protection rules, in particular through the development of cooperation between the authorities and organizations responsible for the practical implementation of the consumer protection laws, information, education and resolution of the consumer complaints.

To change the existing pyramid of power: to make it responsible for managing the public affairs and not to be the manager of the property of citizens, their lives, national resources is a modern way of organizing power, a real mechanism for its democratization, control of the society and true self-government. The key to success in achieving high standards of quality of life is the cooperation of the government agencies, public organizations and consumers. Consumer culture should be used to educate children from a young age, because the right quality of goods and services is not only safety for life and health, but also respect for the human dignity. The well-known scientist Yu. Habermas believes that "the modern model of relations between the state

and the citizens should be built not on the traditional principle of subject-object relations (control-managed), but on the mechanisms of "communicative behaviour", that is, subject-subject and the principles of defining the equality of both public and private, which presupposes, as the main democratic procedure, the "dialogue communication" of the state authorities and the "free public". The main "difference of the dialog model is that it assumes a kind of "horizontal equality" of the participants of the information exchange, as opposed to the "vertical" principle of "leadership-subordination" inherent in the "broadcasting" model [2, p. 142].

Thus, it can be said that the state authorities and the administration for the democratic system cannot perform their functions without interacting on a parity basis with the citizens and their associations, without seeking and winning their support and approval during the discussion and decision-making of those or other issues of the socio-economic development.

The "UN Development Program" documents make it possible to attribute the following key characteristics to the public-communication sphere of the consumer protection:

- participation (all the citizens have a voice in decision-making – directly or through legitimate institutions that represent their interests; such wide participation is built on the freedom of association and expression, as well as the ability to engage in constructive dialogue);
- rule of law (honesty and impartiality of the legal structures, especially those that ensure respect for the human rights and the consumer rights);

- transparency (freedom of information); its completeness and accessibility for all the consumers;

- sensitivity (all the institutions are responsive to the citizens' needs);

- a focus on consent (maintaining a balance of interests to reach broad consensus on what most meets the needs of the group and what means by which the procedures are to be achieved);

- fairness (all the citizens have the opportunity to improve their well-being);

- efficiency and effectiveness (maximizing resource efficiency to meet the citizens' needs);

- accountability (government, private business and civil society structures accountable to the public and institutional right holders);

- strategic vision (leaders, authorities, and the public rely on long-term perspectives on governance and personal development, and clearly picture the actions that are needed to implement them.

In contrast to the usual practice of the public administration that relies on the hierarchy and provides for the unconditional implementation of orders and commands, the main parameters of the public-communication sphere (public policy, public administration, public communication) are consent and agreement. Traditional administration activity pays particular attention to law and regulations, public-communication to norms, collective recommendations, values, proposals, moral agreements. Traditional power is exercised by the government, bureaucracy, parliament, and the public is increasingly involving commissions, forums, large democratic organized groups in its orbit. If in the

system of state-administrative relations the information is traditionally centralized and largely closed, then in the public-communication sphere it is open and accessible to all. By negotiating between the public, private and civic entities interested in working together to achieve mutually acceptable results, the public policy, governance and communication can more effectively and efficiently meet the societal needs, that is, make socially meaningful decisions.

An important area of functioning of the state-public communication in the field of consumer rights protection is consumerism (from the English. Consumer-споживач), as an organized movement of the citizens, as well as the activities of state and public institutions for empowerment of the consumers and influence of the producers and traders in both commercial and non-commercial areas.

The subjects of the consumerist activity are: 1) public associations of the consumers; 2) public authorities; 3) enterprises.

It became a landmark for the global consumerist movement on March 15, 1962. On this day the President John F. Kennedy addressed a message to the U.S. Congress "Special Consumer Protection Message". In particular, it states: "Consumers are all of us. It is the largest economic stratum affecting any private or public economic decision. But this is the only voice that is often not heard". In his address John F. Kennedy proclaimed four fundamental consumer rights: the right to safety; the right to information [3, p. 268].

According to the Law of Ukraine "On Consumer Protection" the public consumer structures have the right to:

- study consumer demand for products, demand for it, conduct public surveys to find out public opinion about the quality of the goods produced and sold, and the prices for them;

- carry out examination and testing of goods (works, services);

- obtain from the state and governing bodies and self-government bodies the information necessary for the realization of their goals and objectives;

- assist the state bodies in the control of the quality of goods (works, services), trade and other types of services;

- organize legal and advisory assistance to the consumers in accordance with the law;

- submit proposals for the development of normative documents that set requirements for the quality of goods (works, services);

- represent and protect the interests of the consumers in the public authorities and local self-government bodies in accordance with the law; [4, p. 109].

The innovative restructuring of the entire socio-economic policy based on information technology has made it possible, before offering the product for the market, to conduct social studies in order to identify the objective needs of the different segments of the population, the level and nature of existing demand, quality requirements. And take into account the interests of the manufacturer-seller. The fight for the consumer is intensifying, the role of competition in the quality of goods and services is increasing. Special marketing services have been created that possess information and on its basis determine: 1) demand; 2) availability

of goods and services on the market; 3) the cost of their production; 4) the most rational production technology; 5) future specialization partners; 6) future contractual terms of sale of the goods, etc. [5, p. 9].

An important aspect of understanding the political and legal nature of the consumer associations is determining their impact on the state. There are almost 100 public associations and consumer organizations in Ukraine. The most influential among them is the Ukrainian Consumers Association (UCA). The association, like many other public organizations, was created during the perestroika period and was formally registered by the Ministry of Justice in 1989, bringing together more than thirty consumer unions. It should consist of four elements — legal protection, state protection (for example, creation of a parliamentary profile committee of the Verhovna Rada of Ukraine on consumer protection and structure under the Presidential Administration), market protection and public protection. In addition, a single representative body should be established in Ukraine — the All-Ukrainian Consumer Association.

On April 20, 2018 in Kiev hosted the All-Ukrainian Forum “Protected Consumer” that identified the main tasks of the consumer protection, namely: firstly, to safeguard consumer rights in such a way that fair business is not harmed, secondly, to raise public awareness and the role of the consumers in self-defense of their rights and interests, and thirdly, to optimally regulate legislation and adapt the Ukrainian consumer protection system to the European one [6, p. 43].

The following directions of this influence can be distinguished, according to V. Toryanyk:

- consumer public associations participate in the formation of representative (legislative) bodies of the state and local self-government;
- the effectiveness of the state's performance of its functions depends to a certain extent on the public associations of consumers;
- representatives of the public consumer associations may be included in the collegial state bodies with a decisive vote, etc. Therefore, the main purpose of the activity of the public organizations in representing the interests of the citizens should be:
- improving the public authorities to increase their accountability and optimize engagement,
- harmonizing of the relations between the state and the individual through the establishment of structures of the civil society [7].

Consumer Rights Protection Program in Kyiv for 2019–2020

The goal of the Consumer Rights Protection Program in Kyiv for 2019–2020 is to create and implement an effective consumer protection system, in particular:

- ensuring constitutional guarantees of safety and quality of consumption, including by making it impossible to reduce the achieved level of protection of the consumer rights;
- increasing consumer literacy;
- ensuring the introduction of transparent and effective mechanisms of interaction between the state bodies, local self-government bodies, public associations of consumers, business representatives in the field of consumer protection;

- improving the efficiency of the consumer protection system against dangerous products that can cause damage to life, health, property of the consumers, the environment, including by improving the efficiency of the state market surveillance;

- the prevention of violations, not the statement of their facts, the main purpose of the program is to monitor the production in the territory of Kyiv;
- the program is attended by all interested organizations, namely: Kyiv City State Administration, National Police, State Fiscal Service, District State Administrations, Security Service, Consumer Public Associations and others.

I would like to emphasize separately the need to introduce at the program level an electronic system of notification of the substandard goods, which will ensure the appearance on the market only of such products that does not harm the health or safety of the consumers. This is necessary not only to protect the consumers, but also to protect the economic operators from unfair competition.

Such a notification system should be open to all the Internet users, with a convenient search for product categories, photos and a full description of the potentially dangerous goods and their risks.

A market surveillance system that takes into account different criteria for consumer product safety is fundamental to enhancing consumer confidence and improving the well-being of the citizens.

Problem solving is possible by applying a comprehensive approach to the consumer protection issues, which

involves the development and interaction of all the components of the consumer protection system in Ukraine, including legal support, state consumer protection, market and public consumer protection.

Conclusions and prospects for further research. Thus, it can be concluded that the protection of the consumer rights is a complex, many-aspect problem that is directly related to the strengthening of the national security of the state and the protection of its citizens. In the current situation, the main directions of the state policy in the field of the consumer rights protection should be the control, preventive, ideological, coordination and information-analytical functions, which will provide the Ukrainian citizens with the necessary support and protection.

REFERENCES

1. Rozporiadzhennia Kabinetu Ministriv Ukrainy "Pro skhvalennia Kontseptsii derzhavnoi polityky u sferi zakhystu prav spozhyvachiv na period do 2020 roku" : vid 29 bereznia 2017, № 217-r [Decree of the Cabinet of Ministers of Ukraine "On approval of the Concept of state policy in the field of consumer rights protection for the period up to 2020" from March 29 2017, № 217-p]. (n.d.). *www.kmu.gov.ua*. Retrieved from <https://www.kmu.gov.ua/ua/npas/249869713> [in Ukrainian].
2. Khabermas, Yu. (1995). *Demokratiia. Razum. Nравstvennost* [Democracy. Reason. Morality]. Moscow: Akademyia [in Russian].
3. Konak Ye. I. (2017). Osoblyvosti protsesiv zakhystu prav spozhyvachiv v Ukraini [Features of Consumer Protection in Ukraine]. *Molodyi vchenyi* –

Young Scientist, 2(42), 267–271 [in Ukrainian].

4. Salukhina N. H., Yazvinska O. M., Bashkatova O. I. (2007). *Zakhyst prav spozhyvachiv* [Consumer Protection]. Kyiv: MAUP [in Ukrainian].
5. V Ukraini vidbuvsia pershyi forum shchodo zakhystu prav spozhyvachiv [The first consumer rights forum was held in Ukraine]. (April 23, 2018). *www.unian.ua*. Retrieved from <https://www.unian.ua/common/10091123-v-ukrajini-vidbuvsya-pershiy-forum-shchodo-zahistu-prav-spozhyvachiv.html> [in Ukrainian].
6. Torianyuk V. (2010). Obiednannia spozhyvachiv yak hromadski orhany [Consumer Association as Public Authorities]. *Naukovyi visnyk Uzhhorodskoho universytetu. Seriya : Politolohiia, Sotsiologhiia, Filosofiia – Scientific Bulletin of Uzhhorod University. Series: Political Science, Sociology, Philosophy*, 15, 43–46 [in Ukrainian].
7. Pro zatverdzhennia planu zakhodiv z realizatsiui Kontseptsii derzhavnoi polityky u sferi zakhystu prav spozhyvachiv na period do 2020 roku: Kabinet Ministriv Ukrayiny vid 27 hrudnya 2017 r. № 983-r Kyiv – [Elektronnyy resurs]. – Rezhym dostupu: <https://ckorykivska-gromada.gov.ua/kabinet-ministriv-ukraini-rozporyadzhennia-vid-27-grudnya-2017-r-№-983>

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Про схвалення Концепції державної політики у сфері захисту прав споживачів на період до 2020 року: розпорядження Кабінету Міністрів України від 29 березня 2017 р. № 217-р [Електронний ресурс]. ежим доступу: <https://www.kmu.gov.ua/ua/npas/249869713>
2. Хабермас Ю. Демократия. Разум. Нравственность / Ю. Хабермас. М.: Академия, 1995. 245 с.

3. *Конак Є. І.* Особливості процесів захисту прав споживачів в Україні / Є. І. Конак // Молодий вчений. № 2 (42). лютий, 2017 р. С. 268.
4. *Салухіна Н. Г.* Захист прав споживачів : навч. посіб. / Н. Г. Салухіна, О. М. Язвінська, О. І. Башкатова. К. : МАУП, 2007. 382 с
5. В Україні відбувся перший форум щодо захисту прав споживачів [Електронний ресурс]. Режим доступу: <https://day.kyiv.ua/uk/news/230418-v-ukrayini-vidbuvsya-pershyy-forum-shchodo-zahystu-prav-spo>
6. *Торяник В.* Об'єднання споживачів як громадські органи / В. Торяник // Наук. вісн. Ужгородського ун-ту. Серія : Політологія, Соціологія, Філософія. Вип. 15, 2010. С. 43.
7. Про затвердження плану заходів з реалізації Концепції державної політики у сфері захисту прав споживачів на період до 2020 року: Кабінет Міністрів України від 27 грудня 2017 р. № 983-р [Електронний ресурс]. Режим доступу: <https://ckorykivska-gromada.gov.ua/kabinet-ministriv-ukraini-rozporyadzhennya-vid-27-grudnya-2017-r-№-983>



**UDC: 352.07/.08:005.336.3:005.
584/.591**

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-134-141](https://doi.org/10.32689/2617-2224-2019-5(20)-134-141)

Kondratenko Maryna Vadymivna,
Ph. D student in public administration, Department of Regional Administration, Local Self-governance and Urban Management, the National Academy for Public Administration under the President of Ukraine, 03057, Kyiv, Str. Antona Cedika, 20, tel.: (096) 531 64 81, e-mail: marina_kondratenko_@ukr.net
ORCID: 0000-0002-9754-3954

Кондратенко Марина Вадимівна,
аспірантка кафедри регіонального управління, місцевого самоврядування та управління містом, Національна академія державного управління при Президенті України, 03057, м. Київ, вул. А. Цедика, 20, тел.: (096) 531 64 81, e-mail: marina_kondratenko_@ukr.net
ORCID: 0000-0002-9754-3954

Кондратенко Марина Вадимовна,
аспірантка кафедри регіонального управління, місцевого самоуправління и управління городом, Національна академія державного управління при Президенті України, 03057, Київ, ул. А. Цедика, 20, тел.: (096) 531 64 81, e-mail: marina_kondratenko_@ukr.net

ORCID: 0000-0002-9754-3954

THE MAIN DIRECTIONS FOR IMPROVING QUALITY OF PUBLIC SERVICES IN AMALGAMATED COMMUNITIES

Abstract. The research was conducted within the framework of the complex scientific project “Public Administration and Local Self-Government” of the National Academy of Public Administration under the President of Ukraine on the topic of research work “Formation of the National Resilience in Ukraine in the Conditions of Socio-Economic Turbulence”, which emphasizes its relevance and connection with scientific programs, plans, and topics.

The main directions of improving the quality of the public services in the amalgamated communities (AC) are identified. It has been found out that defining the directions of improving the quality of the public services in AC influences the formation of a new administration paradigm, which is especially relevant

in the context of the global goals of the sustainable development. It is argued that the “quality of the public services” indicator should be considered as a separate indicator for assessing the capacity of an AC. In this context, the author’s vision of the definition of the “strong institutions at the level of local authorities” is presented, which is offered to understand from the point of view of the ability of the institutions and organizations to properly perform the tasks in the field of assurance of the quality of the public services.

The importance of monitoring the needs and expectations of the AC residents, as well as the introduction of innovative approaches and methods in the quality management system of the public services, ensuring effective communication with the public, is emphasized. It is emphasized that conducting on a continuous basis the assessment and quality control of the public services in the amalgamated communities, on the one hand, can contribute to positive changes in the system of quality management of the public services at the local level, on the other, given the lack of systematic steps and developments in the field of public services, on the contrary, act as an irritant to the head of the AC.

Keywords: public services, quality of the public services, evaluation and quality control of the public services, quality improvement, directions of improving the quality of the public services in the amalgamated communities.

ОСНОВНІ НАПРЯМИ ПІДВИЩЕННЯ ЯКОСТІ ПУБЛІЧНИХ ПОСЛУГ В ОБ’ЄДНАНИХ ТЕРИТОРІАЛЬНИХ ГРОМАДАХ

Анотація. Дослідження проведено в рамках комплексного наукового проекту “Державне управління та місцеве самоврядування” Національної академії державного управління при Президентові України за темою науково-дослідної роботи “Формування національної резилієнтності в Україні в умовах соціально-економічної турбулентності”, що підкреслює її актуальність та зв’язок з науковими програмами, планами і темами.

Визначено основні напрями підвищення якості публічних послуг в об’єднаних територіальних громадах (ОТГ). З’ясовано, що визначення напрямів підвищення якості публічних послуг в ОТГ впливає на формування нової управлінської парадигми, що особливо актуально в контексті глобальних цілей сталого розвитку. Аргументовано, що показник “якість публічних послуг” слід розглядати як окремий індикатор оцінки спроможності ОТГ. У цьому контексті представлено авторське бачення дефініції поняття “сильні інституції на рівні органів місцевої влади” (англ. *strong institutions*), що пропонується розуміти з позиції спроможності установ та організацій належним чином виконувати завдання у сфері забезпечення якості публічних послуг.

Зазначено про важливість моніторингу потреб й очікувань мешканців ОТГ, а також впровадження в роботу системи управління якістю публічних послуг інноваційних підходів та методів, забезпечення ефективної комунікації з громадськістю. Акцентовано увагу на тому, що проведення на постійній основі оцінки та контролю якості публічних послуг в об’єдна-

них територіальних громадах, з одного боку, може сприяти позитивним зрушенням в системі управління якістю публічних послуг на місцевому рівні, з іншого, враховуючи відсутність системних кроків та напрацювань у сфері публічних послуг, навпаки, виступати подразником для очільників ОТГ.

Ключові слова: публічні послуги, якість публічних послуг, оцінка та контроль якості публічних послуг, підвищення якості, напрями підвищення якості публічних послуг в об'єднаних територіальних громадах.

ОСНОВНЫЕ НАПРАВЛЕНИЯ ПОВЫШЕНИЯ КАЧЕСТВА ПУБЛИЧНЫХ УСЛУГ В ОБЪЕДИНЕННЫХ ТЕРРИТОРИАЛЬНЫХ ОБЩИНАХ

Аннотация. Исследование проведено в рамках комплексного научного проекта “Государственное управление и местное самоуправление” Национальной академии государственного управления при Президенте Украины по теме научно-исследовательской работы “Формирование национальной резильентности в Украине в условиях социально-экономической турбулентности”, что подчеркивает ее актуальность и связь с научными программами, планами и темами.

Определены основные направления повышения качества публичных услуг в объединенных территориальных общинах (ОТГ). Установлено, что определение направлений повышения качества публичных услуг в ОТГ влияет на формирование новой управленческой парадигмы, что особенно актуально в контексте глобальных целей устойчивого развития. Аргументировано, что показатель “качество публичных услуг” следует рассматривать как отдельный индикатор оценки способности ОТГ. В этом контексте представлено авторское видение дефиниции понятия “сильные институты на уровне органов местной власти” (англ. *strong institutions*), что следует понимать с позиции способности учреждений и организаций должным образом выполнять задачи в области обеспечения качества публичных услуг.

Отмечена значимость мониторинга потребностей и ожиданий жителей ОТГ, а также внедрение в работу системы управления качеством публичных услуг инновационных подходов и методов, обеспечение эффективной коммуникации с общественностью. Акцентируется внимание на том, что проведение на постоянной основе оценки и контроля качества публичных услуг в объединенных территориальных общинах, с одной стороны, может способствовать позитивным сдвигам в системе управления качеством публичных услуг на местном уровне, с другой, учитывая отсутствие системных шагов и наработок в сфере публичных услуг, наоборот, выступать раздражающим фактором для руководителей ОТГ.

Ключевые слова: публичные услуги, качество публичных услуг, оценка и контроль качества публичных услуг, повышение качества, направления повышения качества публичных услуг в объединенных территориальных общинах.

Formulation of the problem. The problem of improving the quality of the public services in the amalgamated communities (hereinafter referred to as AC) for the public administration is relatively new and actualized in Ukraine, in fact, with the beginning of the active phase of decentralization processes. The identified scientific problem is multifaceted, requiring the public authorities to take prudent steps, considerable financial resources, staffing with professional staff, proper legal and practical measures that would ensure the quality of the public services in AC. In the context of the local development vectors in Ukraine, these issues are of paramount importance for the territories, establishing dialogue with the residents, increasing trust between the consumers and the public service providers.

At the same time, improving the quality of the public services requires prompt reaction of the authorities to the problems of the specified sphere. It can be argued that the quality of the public services determines the capacity of an AC and characterizes how effective (strong) the communities are at this stage of development, which is particularly relevant in the context of the global sustainable development goals (hereinafter referred to as the SDG).

Analysis of the recent research and publications. The theoretical and scientific achievements on the quality of the public services in Ukraine are works of V. D. Bakumenko, H. A. Borshch, V. P. Tymoshchuk, S. O. Hanotska, V. S. Koltun, V. H. Korolyuk, V. V. Nakonechny, S. M. Seryohin. Most of the scientific intelligence focuses on the general theoretical aspects

of the quality of the public services at the local level. However, the analysis of the scientific sources shows that the problem of the scientific search for improving the quality of the public services in AC, in particular regarding the identification of the main directions and ways of quality improvement, has not been sufficiently studied, which led to the choice of the research topic.

The purpose of the article. To find out the main directions of improving the quality of the public services in the amalgamated communities in Ukraine in the conditions of the modern transformations.

Presentation of the main material. Among the successful reforms carried out in Ukraine by 2020 the domestic and international experts name the reform of decentralization of the public power. On the one hand, this is evidenced by the dynamics of the newly formed (amalgamated) communities, numbering 951 [1, p. 9]. On the other hand, the success of the reform is confirmed by the existence of concrete results of its implementation (e.g. financial) and correlation with the “service-oriented” approaches implemented in the activity of the public authorities in Ukraine following the example of the developed countries of the world.

The domestic researcher V. P. Tymoshchuk notes that the client-oriented models of the citizen service, introduced in the Netherlands, Sweden, Finland, envisaged the organization of the work of the public authorities on the principles of the private sector [2, p. 8]. We note the positive developments in the recent years related to the implementation of the theoretical

and methodological provisions of the service marketing, municipal administration and business approaches in the public administration in Ukraine, that are traditionally associated with improving the level of satisfaction with the services provided. At the same time, we are convinced that without the development of economically sound set of measures, medium-term planning, financial forecasting, evaluation and control, taking into account the local features of a particular AC, this will not produce the desired results.

It can be argued that the quality of the public services (administrative, medical, educational, social, housing and communal) also determines the capacity of the AC. At the same time, the indicator “quality of the public services” is not allocated in a separate parameter of the capacity assessment of the AC, mainly focuses on the financial indicators, and among the components of the rating regions for the formation of capable communities identified only quantitative parameters (population, districts in the region, amalgamated communities, area of the capable communities, number of the cities of regional importance, perspective plans of the capable communities) [1, p. 11].

We are convinced that the evaluation and quality control of the public services in AC should be considered as one of the main directions for improving its quality. First and foremost, the results of the evaluation and control make it possible to make sound changes in the quality administration system of the public services at the local level. Of course, this process seems complicated, given that the definition of the category “quality” is quite capacious

and, in the context of the topic under study, integrates not only the quantitative indicators of quality assurance of the public services at the level of an individual AC. In our view, identifying ways to improve the quality of the public services in an AC influences the formation of a new administration paradigm, characterizing how effective (strong) the amalgamated communities are at this stage of development, which is especially relevant in the context of the global sustainable development goals (hereinafter referred to as the SDG). One of the SDG’s tasks related to peace, justice and strong institutions has been attributed to improving the efficiency of the government and the local government [3, p. 52].

We consider it necessary to consider improving the quality of the public services in an AC as one of the tools to achieve effective local government that demonstrates the ability to implement the SDG, taking into account the local characteristics and identified priorities for the development of an AC. In the context of the establishment of effective, accountable and inclusive health care institutions, the SDG-2030 has used the words “strong institutions” [4], including with respect to the local government institutions. In a number of foreign studies, the question of the importance of the functioning of the strong institutions (in the sense of strong, powerful, effective, efficient) providing services to the population, both nationally and locally, is raised.

We agree with the thesis that “good local government is essential for an efficient and financially sound public sector as well as high quality of the public services” [5, p. 3]. In addition, the

foreign sources can be formulated as to the need for a strong regional structure providing services [6]. In our view, the words of the UN System Coordinator in Ukraine Osnat Lubrani at the Third International Conference “Ukraine Reform Conference” (July 02-04, 2019, Canada) deserve special attention in the context that “reforms are necessary to satisfy every Ukrainian’s desire for peace, justice, prosperity, decent jobs, a clean environment, fundamental human rights, equality, strong institutions that provide quality services, social protection, the rule of law and justice for everyone” [7]. Thus, in the context of this study, under strong institutions at the level of the local authorities providing quality services, we understand the ability of the institutions and organizations to properly perform the tasks of quality assurance of the public services provided to legal entities and/or individuals at the local level which, among other things, requires sufficient financial base, professional training and high motivation of the decision-makers, as well as improvement of the quality of the public services on the basis of the modern theories-methodological approaches.

Undoubtedly, any discontent at the local level is in a way stimulating the authorities to change and improve the public services. Against this background, there is a real need at the AC level to adjust the administration activities and decision-making process regarding the quality of the public services in accordance with the contemporary public requests, regardless of the personal preferences and administration style of the head (AC head). However, the local authorities are in-

terested not only in loyalty to them from the residents of the AC, but also the potential investors, domestic and foreign businesses, whose involvement will create additional jobs in the AC and will allow to increase the economic potential of the territory. The stated motives urge the authorities to develop a set of measures related to, inter alia, the provision and/or improvement of the quality of the public services in AC, and require key provisions in the legal acts.

It should be noted that the renaming of the Ministry of Regional Development, Construction and Housing and Communal Services to the Ministry of Communities and Territories of Ukraine justifies a certain shift in the emphasis on human development, comfort, access of the citizens to all the social/communal services. In addition to the name change, it is also announced the development of a “social standard” in collaboration with other ministries, according to which in each community the residents will be provided with social, medical and transport infrastructure (according to [8]). In this approach, the professional qualities of those responsible for enhancing the quality of the public services in AC are highlighted; the importance of monitoring the needs and expectations of the AC residents; introduction of innovative approaches and methods into the quality management system of the public services; ensuring effective communication with the public.

Conclusions of the research. The analysis of the domestic and foreign sources makes two key conclusions. Firstly, in the context of resource management, the capacity of the institu-

tions to provide quality, accessible public services at the local level is a measure of their effectiveness. Secondly, considering the continuing reform of the national public administration system on the principle of decentralization, when developing measures to improve the quality of the public services in AC, attention should be paid to improving the professional qualities of the administrators and developing medium and long-term plans for ensuring the quality of the public services.

REFERENCES

1. Monitorynh protsesu detsentralizatsiyi vldy ta reformuvannya mistsevoho samovryaduvannya [Monitoring of the process of decentralization of power and reform of local self-government]. (September 10, 2019). *www.storage.decentralization.gov.ua*. Retrieved from <https://storage.decentralization.gov.ua/uploads/library/file/470/10.09.2019.pdf> [In Ukrainian].
2. Tymoshchuk V. (2015) Nadannya administratyvnykh posluh u munitsypal'nomu sektori [Provision of administrative services in the municipal sector]. Kyiv. VI EN EY, 124 [In Ukrainian].
3. Analiz derzhavnykh stratehichnykh dokumentiv Ukrayiny shchodo vrakhuvannya adaptovanykh dlya Ukrayiny Tsiley Staloho Rozvytku do 2030 roku [Analysis of the state strategic documents of Ukraine on the consideration of the Sustainable Development Goals adapted to Ukraine by 2030]. (2017). Kyiv [In Ukrainian].
4. Transforming our World : The 2030 Agenda for Sustainable Development. Interactive dialogue 5. Building effective, accountable and inclusive institutions. – <https://sustainabledevelopment.un.org/content/documents/8161Interactive%20Dialogue%20-%20Institutions%20and%20Governance.pdf>
5. Antti Moisio (2012). Rethinking local government: Essays on municipal reform. Helsinki. 167.
6. Slack E. (2007). Managing the coordination of service delivery in metropolitan cities : the role of metropolitan governance (English). Policy Research working paper; no. WPS 4317. Washington, DC: World Bank. – <http://documents.worldbank.org/curated/en/352161468314707506/Managing-the-coordination-of-service-delivery-in-metropolitan-cities-the-role-of-metropolitan-governance>
7. Statement by the UN Resident and Humanitarian Coordinator at the Ukraine Reform Conference in Toronto (July, 02-04, 2019). Retrieved from <http://www.un.org.ua/en/information-centre/news>
8. Babak poyasnyla navishcho potribno zminyuvaty nazvu Minrehionu [Babak explained why it is necessary to change the name of the Ministry of Regional Development]. (September, 03, 2019). *www.ukrinform.ua*. Retrieved from <https://www.ukrinform.ua/rubric-politics/2772027-babak-poasnila-naviso-potribno-bulo-zminuvati-nazvu-minregionu.html> [In Ukrainian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Моніторинг процесу децентралізації влади та реформування місцевого самоврядування станом на 10 вересня 2019 року (аналітичні матеріали Міністерства регіонального розвитку, будівництва та житлово-комунального господарства України) [Електронний ресурс]. Режим доступу: <https://storage.decentralization.gov.ua/uploads/library/file/470/10.09.2019.pdf>

2. *Тимошук В. П.* Надання адміністративних послуг у муніципальному секторі: навч. посіб. для посадових осіб місцевого самоврядування / В. П. Тимошук; Асоціація міст України. К. : ТОВ "ПІДПРИЄМСТВО "ВІ ЕН ЕЙ", 2015. 124 с.
3. Аналіз державних стратегічних документів України щодо врахування адаптованих для України Цілей Сталого Розвитку до 2030 року: аналітична доповідь. К.: Ін-т суспільно-економічних досліджень, 2017. 84 с.
4. Transforming our World : The 2030 Agenda for Sustainable Development. Interactive dialogue 5. Building effective, accountable and inclusive institutions. <https://sustainabledevelopment.un.org/content/documents/8161Interactive%20Dialogue%205%20-%20Institutions%20and%20Governance.pdf>
5. *Antti Moisio* (2012). Rethinking local government: Essays on municipal reform. Helsinki. 167.
6. *Slack E.* (2007). Managing the coordination of service delivery in metropolitan cities : the role of metropolitan governance (English). Policy Research working paper; no. WPS 4317. Washington, DC: World Bank. <http://documents.worldbank.org/curated/en/352161468314707506/Managing-the-coordination-of-service-delivery-in-metropolitan-cities-the-role-of-metropolitan-governance>
7. Statement by the UN Resident and Humanitarian Coordinator at the Ukraine Reform Conference in Toronto (July, 02-04, 2019). Retrieved from <http://www.un.org.ua/en/information-centre/news>
8. Бабак пояснила навіщо потрібно змінювати назву Мінрегіону // стаття в Укрінформ від 3 вересня 2019 р. <https://www.ukrinform.ua/rubric-polytics/2772027-babak-poasnila-naviso-potribno-bulo-zminuvati-nazvu-minregionu.html>



UDC 377.081:37.918.43(086)

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-142-153](https://doi.org/10.32689/2617-2224-2019-5(20)-142-153)

Korobka Ivan Nikolaevich,

Ph.D. student at the Department of Civil Service, Administration and Training under International Projects, Institute of Public Administration in the Sphere of Civil Protection, 02000, Kyiv, Str. Vyshgorodska, 21, tel.: 044 430 8217, e-mail: shkrab.pto@gmail.com

ORCID: 0000-0002-5310-4917

Коробка Іван Миколайович,

аспірант кафедри державної служби, управління та навчання за міжнародними проектами, Інститут державного управління в сфері цивільного захисту, 02000, Київ, вул. Вишгородська, 21, тел.: 044 430 8217, e-mail: shkrab.pto@gmail.com

ORCID: 0000-0002-5310-4917

Коробка Иван Николаевич,

аспирант кафедры государственной службы, управления и обучения по международным проектам, Институт государственного управления в сфере гражданской защиты, 02000, Киев, ул. Вышгородская, 21, тел.: 044 430 8217, e-mail: shkrab.pto@gmail.com

ORCID: 0000-0002-5310-4917

INNOVATIVE APPROACHES TO THE FLIGHT SAFETY MANAGEMENT OF THE AVIATION OF THE STATE EMERGENCY SERVICE OF UKRAINE

Abstract. The article deals with the actual problem of the development and introduction of innovative technologies in the context of the activity of public administration bodies in order to ensure an acceptable level of aviation safety of SES of Ukraine in emergency situations.

The fundamental paradigm of the activity of state aviation safety management bodies is still remaining the detection of violations of the requirements of regulatory documents and deviations in the operation of aircraft, followed by preventive measures. This retroactive system and the organizational and legal mechanisms of flight safety management are practically exhausted today. Therefore, the solution should be focused on finding innovative flight safety management mechanisms designed to prevent the development of undesirable flight events based on proactive and predictive approaches.

At present, direct flight safety management of a particular aircraft is focused on the crew and flight management bodies, and indirect management happens through the legislative and regulatory mechanisms and organizational measures implemented by the management bodies of public aviation entities and public administration.

The management of the safety of a particular aircraft of the SES aircraft should be based on probabilistic and statistical methods, but their implementation requires a sufficiently detailed information support. The essence of this technique lies in the determination of a certain set of parameters necessary for a safe flight that characterise the regular functioning of the system: “crew, aircraft, emergency coordinator, flight control body”.

New methods for determining quantitative and qualitative risk indicators can be one of the innovative approaches to achieving an acceptable level of safety of state aviation, and the use of risk indicators will allow to compare the effects of harmful and dangerous factors of different nature and different types, determine the integral degree of danger. The concept of acceptable risk, based on a systematic approach, will allow to build a sufficiently flexible algorithm for detailed analysis of all stages of flight and to obtain sufficiently clear and adequate results that are suitable for rapid management decisions.

Keywords: flight safety, public administration, public aviation, innovative model.

ІННОВАЦІЙНІ ПІДХОДИ УПРАВЛІННЯ БЕЗПЕКОЮ ПОЛЬОТІВ АВІАЦІЇ ДЕРЖАВНОЇ СЛУЖБИ УКРАЇНИ З НАДЗВИЧАЙНИХ СИТУАЦІЙ

Анотація. Розглядається актуальна проблема розвитку і впровадження інноваційних технологій у контексті діяльності органів державного управління стосовно забезпечення прийнятного рівня безпеки польотів авіації ДСНС України в надзвичайних ситуаціях.

Фундаментальною парадигмою діяльності державних органів управління безпекою польотів державної авіації до цього часу залишається виявлення порушень вимог нормативних документів та відхилень в експлуатації повітряних суден, з наступним проведенням профілактичних заходів. Ця ретро-активна система та закладені в її основу організаційно-правові механізми управління безпекою польотів на сьогодні практично вичерпали себе. Тому вирішення проблеми має бути зосередженим на пошуку інноваційних механізмів управління безпекою польотів, спрямованих на упередження розвитку не бажаних в польоті подій на засадах про-активних і прогностичних підходів.

На сьогодні *безпосереднє* управління безпекою польоту конкретного повітряного судна орієнтоване на екіпаж і органи управління польотами, а *опосередковане* — відбувається через законодавчі і нормативно-правові механізми та організаційні заходи, що здійснюються органами управління суб'єктів державної авіації та органами державного управління.

Управління безпекою конкретного польоту повітряного судна ДСНС має базуватися на ймовірнісних і статистичних методах, але їх реалізація потребує досить глибоко деталізованого інформаційного забезпечення. Сутність зазначеної методики полягає у визначенні певного набору необхідних для безпечного польоту параметрів, які характеризують штатне функціонування системи: “екіпаж, повітряне судно, координатор на об’єкті надзвичайної ситуації, орган управління польотами”.

Нові методики визначення кількісних та якісних показників ризиків можуть стати одним з інноваційних підходів у досягненні прийняттого рівня безпеки польотів державної авіації, а застосування показників ризику дозволить порівнювати дію шкідливих та небезпечних чинників різної природи і різного виду, визначати інтегральний ступінь небезпеки. Концепція прийняттого ризику, на засадах системного підходу, дозволить побудувати достатньо гнучкий алгоритм детального аналізу всіх етапів польоту та отримати достатньо ясні і адекватні результати, придатні для швидкого ухвалення управлінських рішень.

Ключові слова: безпека польотів, державне управління, державна авіація, інноваційна модель.

ИННОВАЦИОННЫЕ ПОДХОДЫ УПРАВЛЕНИЯ БЕЗОПАСНОСТЬЮ ПОЛЕТОВ АВИАЦИИ ГОСУДАРСТВЕННОЙ СЛУЖБЫ УКРАИНЫ ПО ЧРЕЗВЫЧАЙНЫМ СИТУАЦИЯМ

Аннотация. Рассматривается актуальная проблема развития и внедрения инновационных технологий в контексте деятельности органов государственного управления по обеспечению приемлемого уровня безопасности полетов авиации ГСЧС Украины в чрезвычайных ситуациях.

Фундаментальной парадигмой деятельности государственных органов управления безопасностью полетов государственной авиации до сих пор остается выявления нарушений требований нормативных документов и отклонений в эксплуатации воздушных судов, с последующим проведением профилактических мероприятий. Эта ретроактивная система и заложенные в ее основу организационно-правовые механизмы управления безопасностью полетов на сегодня практически исчерпали себя. Поэтому решение проблемы должно быть сосредоточено на поиске инновационных механизмов управления безопасностью полетов, направленных на предотвращение развития нежелательных в полете событий на основе про-активных и прогностических подходов.

Сегодня непосредственное управление безопасностью полета конкретного воздушного судна ориентированно на экипаж и органы управления полетами, а опосредованное — через законодательные и нормативно-правовые механизмы и организационные мероприятия, осуществляемые органами управления субъектов государственной авиации и органами государственного управления.

Управление безопасностью конкретного полета воздушного судна ГСЧС должно базироваться на вероятностных и статистических методах, но их реализация требует достаточно глубоко детализированного информационного обеспечения.

Рассматриваемые в статье методики определения количественных и качественных показателей рисков могут стать одним из инновационных подходов в достижении приемлемого уровня безопасности полетов государственной авиации, а применение показателей риска позволит сравнивать действие вредных и опасных факторов различной природы и различного вида, определять интегральный уровень опасности. Концепция приемлемого риска, на основе системного подхода, позволит построить достаточно гибкий алгоритм детального анализа всех этапов полета и получить достаточно ясные и адекватные результаты, пригодные для быстрого принятия управленческих решений.

Ключевые слова: безопасность полетов, государственное управление, государственная авиация, инновационная модель.

Problem statement. At present scientific studies of the problems of the development and implementation of innovative technologies as mechanisms of the state management of safety of state aviation are rather limited and are covered by a small number of not systematically combined publications, and with regard to the use of aviation by the SES of Ukraine are completely unavailable. Existing publications mainly cover aviation flights of the Armed Forces of Ukraine in the context of functioning of the permanent retroactive system of safety management of their combat aviation activities.

The fundamental paradigm of the activity of the state aviation safety management bodies is the detection of violations of the requirements of regulatory documents and deviations in the operation of aircraft, with the subsequent detection and implementation of preventive measures. It is obvious that the conservatism of the existing retroactive system and the organizational

and legal mechanisms of flight safety management formed in the 1960s of the previous century have practically exhausted themselves and do not allow to identify system-wide, aimed at preventing regularities of development and implementation of innovative approaches to managing flight safety on the basis of pro-active and prognostic techniques. Therefore, the problem of developing theoretical, methodological foundations and practical recommendations for improving the mechanisms of state regulation of innovation activity in the field of flight safety has been essential for the state for a long time and is relevant at the present stage of its development. This area of scientific activity is of particular importance in the context of the search for innovative mechanisms of public emergency management using the aviation of the SES of Ukraine.

Analysis of basic research. Issues of finding new mechanisms for preventing aviation events, managing and ensuring

flight safety are addressed by such internationally recognized organizations as ICAO, the International Air Transport Association (IATA), the World Flight Safety Fund and others. In Ukraine, significant contributions to flight safety were made by National Technical University of Ukraine Kyiv Polytechnic Institute, National Aerospace University H. E. Zhukovsky Kharkiv Aviation Institute, Ivan Kozhedub Kharkiv University of Air Force, State Research Institute for Testing and Certification of Arms and Military Equipment, State Research Institute of Aviation. Scientific works of leading scientists O. M. Revi, V. S. Borisenko, V. M. Samusia, M. F. Davidenko, V. F. Rvachova, Y. V. Sikirdy, T. F. Shmelev, D. O. Tkachenko and others [1–6] are devoted to the comprehensive consideration of the problem of flight safety management. The results of their research have become the basic concepts of flight safety management, built on the paradigm of preventing negative events prior to their occurrence; a method for assessing the level of danger and establishing the level of possible risks and making a conscious choice acceptable in the organization and conduct of flights has been proposed.

In the context of state flight safety management, considerable attention has been paid to the search and scientific substantiation of theoretical and practical aspects in the works of such domestic and foreign scientists as: V. Averyanova, V. P. Babak, V. P. Kharченко, V. O. Maksimov, N. V. Molyarchuk, S. I. Khom'yachenko, V. K. Gizhevsky, G. G. Zabarny, A. V. Filippov, G. Atamanchuk, V. Bakumenko, P. Volyansky, B. Gayevsky [7–15].

Significant contribution to the development of mechanisms of public administration has been made by modern domestic researchers, such as O. I. Amosha, S. M. Katsura, T. V. Shchetilova, Z. Varnalii, A. Terentiev and others [16–19]. A thorough study of various aspects of the state regulation of innovative activities was carried out in the works by B. Adamov, N. Bondarchuk, O. E. Kuzmin, O. V. Kniaz, L. V. Marchuk, V. S. Bilozubenko and others [20–23]. Methodological aspects of the regulatory influence of the state on the search for effective mechanisms of state regulation of comprehensive growth on the innovative basis were among the scientific interests of such foreign scientists as E. A. Afonin, O. B. Gajewska, V. Y. Platov, V. V. Tsvetkov and others [24–27].

However, taking into consideration the significant scientific contributions made by scientists in the field and despite all the studies listed, the issues of developing theoretical, methodological foundations and practical recommendations related to the improvement of public mechanisms of flight safety management are still important at the present stage of the development of the state aviation and remain particularly relevant and foreground for the state.

The aim of the study. To substantiate scientifically theoretical, methodical and organizational principles of implementation of innovative decisions of the state aviation safety management of aviation of the SES based on the principles of proactive technologies.

Object of study: mechanisms and infrastructure of state aviation safety management.

Subject of study. Innovative technologies for the operation of the SES Aviation Flight Safety Management System based on the introduction of pro-active methods of risk management and methods for identifying threats, forecasting their development and the nature of the impact on flight performance.

Presenting main material. At the turn of the twentieth and twenty-first centuries, ICAO's activity has been a continuous active search for new approaches to addressing flight safety issues. The evolutionary process of this search is continuous and is followed even in the changes to the interpretation of the concept of *flight safety*:

1) flight safety is a complex characteristic of transport and aircraft operations that determines the ability to perform flights without endangering the life and health of persons (Convention on International Civil Aviation, p. 44);

2) flight safety is a condition in which the risk of harm to persons or the population and property is reduced to an acceptable level and maintained at that level or at a lower level by the continuous process of identifying sources of risk and controlling risk factors (SMM, Paragraph 2.2.4);

3) flight safety is a condition in which risks associated with the operation of aircraft or aviation activities that directly ensure their operation are reduced to an acceptable level and are controlled (Annex 19, p. 15).

The presented evolution reveals a gradual transition in civil aviation to flight safety management from retroactive approaches aimed at eliminating (reducing) human factors to proactive technologies that rely on analytical ca-

pabilities for forecasting, controlling and managing risks, directing available resources to the point where the highest level of risks may occur. The Air Code of Ukraine, as the main legal act for both Civil and State Aviation, confirms the ICAO definition and considers "... *flight safety as a condition in which the risk of harming people or property is reduced to an acceptable level as a result of a continuous process of determining the level of danger and controlling it and is kept at this level or decreases further*". At the same time, the Flight Accident Prevention Guide in the Aviation of Armed Forces of Ukraine clarifies this definition: "... *flight safety is the complex of the aviation system features that ensure flight operations without flight events*". The Regulation on the Aviation Safety Management System states: "... *flight safety is a complex characteristic of air transport and aviation activity that determines the ability to perform flights without endangering the life and health of people*". Elsewhere in the same document: "*Flight safety is the absence of unacceptable risk associated with injury or loss of life, damage to the environment*". From the above-mentioned definitions it is obvious that flight safety is considered as a complex of subsystems: "crew-aircraft", "providing and managing flights" and "environment". That is, at least in the single state documents of this country, the orientation towards pro-active approaches to flight safety management becomes obvious, but there is no real confirmation in the status of the State target programme.

At present, *direct* flight safety management of a particular aircraft is focused on the crew and flight management bodies, and *indirect* management

happens through the legislative and regulatory mechanisms and organizational measures implemented by the management bodies of public aviation entities and public administration. Obviously, there is a need to consider the concept of “flight safety” in the context of two components: the factors that depend on the actions of the crew and those that depend on the activities of the flight management. In the first case, the safety of the flight depends on the professionalism of the crew and its preparation for the flight in specific conditions, and the second component is associated with the requirements of regulatory documents as a management action.

As a rule, when talking about flight safety, all management activities are seen as analysing and working out general preventive measures in the context of the human factor and, practically, we never talk about the safety of a specific flight. At the same time, for emergency aircraft flight operations, it is of utmost importance to analytically determine the level of acceptable risk of performing a specific flight task in emergency situations. Recent aviation events that have occurred in the aviation of the SES are the result of decision making in the absence of complete and reliable for the aviation component information about the status and condition of the emergency operation. The management of the safety of a particular aircraft of the SES aircraft should be based on probabilistic and statistical methods, but their implementation requires a sufficiently detailed information support. The essence of this technique lies in the determination of a certain set of parameters necessary for a safe flight that

characterise the regular functioning of the system: “crew, aircraft, emergency coordinator, flight control body”. The translation of verbal information support by means of retroactive approach into analytical can become the basis for the transition to the application of a pro-active model of the mechanism of state management of flight safety (see Fig. 1).

An important component of the presented model of state management of flight safety is the supervision over the observance of the established norms of flights performance, definition and control of safety indicators, state policy and its implementation on the basis of advance forecasts. In the scientific literature available today and in some regulatory documents, four levels of risk zones have been adopted: risk-free, acceptable, critical and catastrophic (see Fig. 2.)

$$W(x) = P(X \geq x) = 1 - P(X < x) =$$

$$= 1 - F(x) \begin{cases} w_{pr} = w(x_{pr}) = P(X \geq x_{pr}) \\ w_{cr} = w(x_{cr}) = P(X \geq x_{cr}), \\ w_{ct} = w(x_{ct}) = P(X \geq x_{ct}) \end{cases}$$

where w_{pr} — indicator of the zone of the acceptable risk; w_{cr} — indicator of the zone of the critical risk; w_{ct} — indicator of the zone of the catastrophic risk.

x_{pr}, x_{cr}, x_{ct} — normatively determined limit values of quantitative indicators, where the following ratios should always be maintained:

- for civil aviation — $W(X_{pr}) \leq K_{pr}$;
- for state aviation, including aviation of — $W(X_{pr}) \leq K_{pr}$.

According to the ICAO Recommendations, the flight safety indicator is defined as the measure (or value) used to

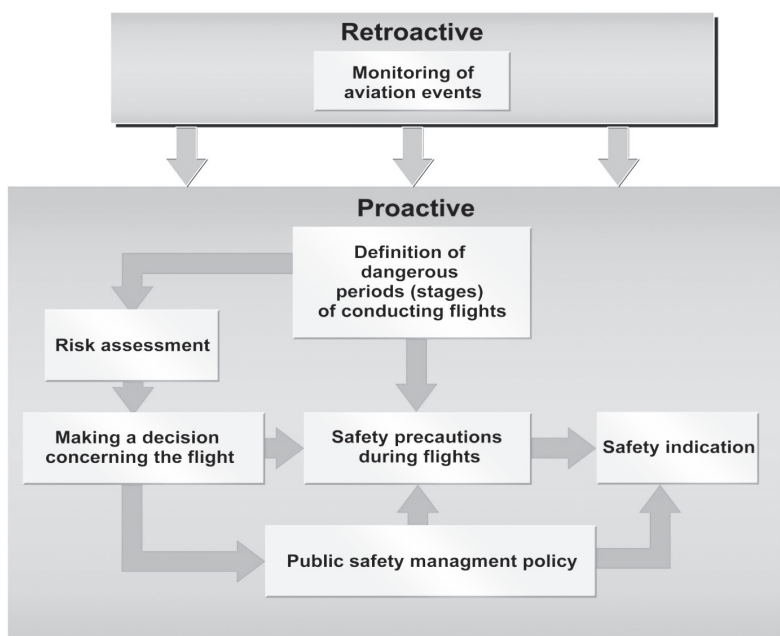


Fig. 1. Model of the mechanism of the state management of state aviation flights safety on the basis of integration of a retroactive approach into a pro-active one



Fig. 2. Four-level distribution of aviation risk zones

establish the level of safety achieved in the framework of various events [1].

Conclusions

1. A significant disadvantage of the state aviation safety management mechanism is the imperfect implementation of its functioning on the basis of analytical and prognostic approaches to decision-making and low level of scientific and technological support of security activities.

2. The current approach to state aviation safety management should be based on the paradigm of the advanced risk modelling and forecasting of pos-

sible occurrence of dangerous phenomena.

3. New methods for determining quantitative and qualitative risk indicators can be one of the innovative approaches to achieving an acceptable level of safety of state aviation, and the use of risk indicators will allow to compare the effects of harmful and dangerous factors of different nature and different types, determine the integral degree of danger.

4. The concept of acceptable risk, based on a systematic approach, will allow to build a sufficiently flexible algo-

rithm for detailed analysis of all stages of flight and to obtain sufficiently clear and adequate results that are suitable for rapid management decisions.

REFERENCES

1. Reva A. N. (2007). *Chelovecheskiy faktor i bezopasnost' poletov: Proaktivnoe issledovanie vliyaniya: monogr. [Human Factor and Flight Safety: Proactive Impact Study: Monograph]*. Almaaty: [in Kazakhstan].
2. Borisenko V. S. (2016). *Upravlinnya faktorami riziku dlya pidvishchennya rivnya bezpeki pol'otiv [Managing risk factors for improving the level of flight safety]*. Integrovani tekhnologii ta energoberezhennya, vol. № 4. p. 88–92.
3. Samus' V. M., Surzhikova E. G. 1986. Primenenie matematicheskoy modeli otsenki opasnosti otkazov funktsional'nykh sistem vozdushnogo sudna dlya optimizatsii trenazhernoy podgotovki. [Application of mathematical model of failure risk assessment of functional aircraft systems for optimisation of training]. Obespechenie bezopasnosti v osobykh sluchayakh poletov. K. KIIGA, p. 44–48.
4. Davidenko M. F. 1993. Probemy podgotovki letnogo sostava kak glavnogo faktora v obespechenii bezopasnosti poletov [Problems of flight crew training as a major factor in ensuring flight safety]. Problemy bezopasnosti poletov: obzornaya inform. M. VINITI, Vyp. 11. p. 31–35.
5. Rvachev V. F. 1986. Puti povysheniya effektivnosti sistemnogo upravleniya urovnem bezopasnosti poletov [Ways to Improve the Effectiveness of Systematic Control of the Level of Flight Safety]. Obespechenie bezopasnosti v osobykh sluchayakh poletov. K. KIIGA, p. 17–21.
6. Sikirda Ŭ. V., Šmel'ova T. F., Tkačenko D. O. 2017. Ocinûvannâ vplivu organizacijnih faktoriv na bezpeku pol'otiv pri upravlinni povitrânim ruhom [Estimation of influence of organizational factors on flight safety during air traffic management] Zbirnik naukovih prac' Harkivs'kogo nacional'nogo universitetu Povitrânih Sil. vol. 3(52). p. 39–44.
7. Averîanov V. B. 2002. Vikonavča vlada i administrativne pravo [Executive power and administrative law]. K.: Vidavničij Dim “In-Ŭre”.
8. Babak V. P., Harčenko V. P., Maksimov V. O. ta in. 2004. Bezpeka aviacii [Aviation safety] K. Tehnika.
9. Malârčuk N. V., Hom'âchenko S. Ĭ. 2015. Civil'na aviaciâ Ukraini: problemi deržavnogo regulûvannâ [Civil Aviation of Ukraine: Problems of State Regulation] Povitrâne, kosmične, ekologične pravo. Ŭridičnij visnik 2 (35). p. 9–14.
10. Giževs'kij V. K. 2000. Pravove regulûvannâ transportnoû sistemou Ukraïni [Legal regulation of the transport system of Ukraine] K.
11. Zabarnij G. G., Filippov A. V. 2006. Pravove zabezpečennâ bezpeki civil'noï aviacii v Ukraini: aktual'ni pitannâ [Aviation Security in Civil Aviation in Ukraine: Current Issues] Bûleten' Ministerstva űsticiï Ukraini. № 9. p. 45–55.
12. Atamanchuk G. V. 2000. Gosudarstvennoe upravlenie (organizatsionno-funktsional'nye voprosy) [Public administration (organizational and functional issues): textbook, manual] ucheb. posobie. M. OAO “NPO “Ekonomika”.
13. Bakumenko V. D. 2012. Derzhavno-upravlinsjki rishennja [State-administrative decisions: textbook] navch. posib. K. : VPC AMU.
14. Voljansjkij B. 2014. Orghanizacija derzhavnogho upravlinnja pry zaghrozi vynyknennja ta likvidaciji nadzvyčajnykh sytuacij derzhavnogho ta

- regional'nogho rivniv [Organization of Public Administration at Threat of Emergency and Elimination of Emergencies of State and Regional Levels]. *Ekonomika ta derzhava*. vol. 8. p. 96–99.
15. Ghajevs'kyj B. A. 2011. Derzhavne upravlinnja v systemi social'nogho upravlinnja [State Administration in the System of Social Management] *Ghumanitarnyj visnyk Zaporizkoji derzhavnoji inzhenernoji akademiji*. Vyp. 47. p. 17–23. Rezhym dostupu: http://nbuv.gov.ua/UJRN/znpvgvz-dia_2011_47_4
 16. Amosha O. I., Kacura S. M., Shhetilova T. V. 2002. Mekhanizmy perekhodu ekonomiky Ukrainy na innovacijnu modelj rozvytku [Mechanisms of transition of the economy of Ukraine to the innovative model of development]. Donec'k: Vyd-vo DonGhU.
 17. Varnalij Z. S., Kuznecova I. S. 2002. Derzhavna rehuljatorna polityka u sferi malogho pidpryjemnytva [State regulatory policy in the field of small business]. *NAN Ukrainy; Instytut ekonomichnogho proghnozu0 vannja*. — K.
 18. Fedorchak O. V. 2008. Klasyfikacija mekhanizmiv derzhavnogho upravlinnja [Classification of mechanisms of public administration]. *Demokratychno vrjaduvannja / nauk. visn. Ljviv/ LRIDU NADU*. Vyp. 1. URL: <http://www.academy.lviv.ua>
 19. Terent'jeva A. V. 2009. Orghanizacijni zakhody ta upravlins'ki rishennja v period nadzvyčajnoji situaciji ta likvidaciji jiji naslidkiv [Organizational measures and administrative decisions in the period of emergency and elimination of its consequences]. *Ekonomika ta derzhava*. vol 8. p. 43–44.
 20. Adamov B. I. 2007. Innovatsionoe razvitie sovremennoy Ukrainy v kontekste razvitiya i vnedreniya nanotekhnologiy [Innovative development of modern Ukraine in the context of development and implementation of nanotechnology] *Prometey, regional'nyy sbornik nauchnykh trudov po ekonomike*. — Donetsk: DEGI. Vip. 3 (24).
 21. Bodnarčuk V. D. 2010. Derzhavne reguluvannâ innovacijnogo rozvitku regionu [State regulation of innovative development of the region]. *Ekonomika ta derzhava*. vol. 5. p. 93–96.
 22. Kuz'min O. Ê., Knâz' O. V., Marčuk L. V., Šulâr N. V., Šulâr R. V. 2009. Ocînûvannâ ta regulûvannâ innovacijnoi diâl'nosti v umovah transformacij mašinobudivnih pidpriêmstv [Assessment and regulation of innovative activity in the conditions of transformations of machine-building enterprises]. *Monografiâ*. L'viv. Vid-vo PP “Veža i Ko”.
 23. Bilozubenko V. S. 2009. Rol' nacional'noi innovacijnoi sistemi u pidtrimanni innovacijnoi aktivnosti [The Role of the National Innovation System in Supporting Innovation Activity]. URL: http://www.nbuv.gov.ua/portal/soc_gum/Vdnuet/econ/2009_4/3.pdf
 24. Afonin E. A., Očeretanij V. V. 1995. Upravlinnâ social'noi povedinkoû vijs'kovoslužbovciv (socio-psihologičnij ta aksiologičnij aspekti) [Management of social behavior of servicemen (socio-psychological and axiological aspects)]. Herson. Vzaêmudiâ.
 25. Gaëvs'ka O. B. 2009. Upravlinnâ âk social'nij fenomen [Governance as a Social Phenomenon]. K.: KNEU.
 26. Platov V. Ya. 2006. Sovremennye upravlencheskie tekhnologii [Modern management technologies]. M. Delo.
 27. Cvetkov V. V. 1996. Derzhavne upravlinnja: osnovni faktory efektyvnosti (polityko-pravovyj aspekt). [Public administration: the main factors of effectiveness (political and legal aspect)]. X.: Pravo.

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. *Рева А. Н.* Человеческий фактор и безопасность полетов: Проактивное исследование влияния: монография / А. Н. Рева, К. М. Тумышев, А. А. Бекмухамбетов / науч. ред. А. Н. Рева, К. М. Тумышев. Алматы, 2007. 242 с.
2. *Борисенко В. С.* Управління факторами ризику для підвищення рівня безпеки польотів / В. С. Борисенко, А. А. Приймак // Інтегровані технології та енергозбереження. 2016. № 4. С. 88–92.
3. *Самусь В. М., Суржикова Е. Г.* Применение математической модели оценки опасности отказов функциональных систем воздушного судна для оптимизации тренажерной подготовки // Обеспечение безопасности в особых случаях полетов. К.: КИИГА, 1986. С. 44–48.
4. *Давиденко М. Ф.* Проблемы подготовки летного состава как главного фактора в обеспечении безопасности полетов / М. Ф. Давиденко // Проблемы безопасности полетов: обзорная информ. М.: ВИНТИ, 1993. Вып. 11. С. 31–35.
5. *Рвачев В. Ф.* Пути повышения эффективности системного управления уровнем безопасности полетов // Обеспечение безопасности в особых случаях полетов. К.: КИИГА, 1986. С. 17–21.
6. *Сікірда Ю. В., Шмельова Т. Ф., Ткаченко Д. О.* Оцінювання впливу організаційних факторів на безпеку польотів при управлінні повітряним рухом // Зб. наук. пр. Харківського нац. ун-ту Повітряних Сил. 2017. № 3 (52). С. 39–44.
7. *Виконавча влада і адміністративне право* / за заг. ред. В. Б. Авер'янова. К.: Вид. Дім "Ін-Юре", 2002. 668 с.
8. *Безпека авіації* / В. П. Бабак, В. П. Харченко, В. О. Максимов та ін. / за ред. В. П. Бабака. К.: Техніка, 2004. 504 с.
9. *Малярчук Н. В., Хом'яченко С. І.* Цивільна авіація України: проблеми державного регулювання / Повітряне, космічне, екологічне право. Юрид. вісн. 2 (35) 2015. С. 9–14.
10. *Гіжевський В. К.* Правове регулювання транспортною системою України / В. К. Гіжевський, А. В. Мілашевич. К., 2000. 141 с.
11. *Філіппов А. В.* Правове забезпечення безпеки цивільної авіації в Україні: актуальні питання / Г. Г. Забарний, А. В. Філіппов // Бюлетень М-ва юстиції України. 2006. № 9. С. 45–55.
12. *Атаманчук Г. В.* Государственное управление (организационно-функциональные вопросы) : учеб. пособие / Г. В. Атаманчук. М. : ОАО "НПО "Экономика", 2000. 302 с.
13. *Бакуменко В. Д.* Державно-управлінські рішення : навч. посіб. / В. Д. Бакуменко. К. : ВПЦ АМУ, 2012. 344 с.
14. *Волянський П. Б.* Організація державного управління при загрозі виникнення та ліквідації надзвичайних ситуацій державного та регіонального рівнів / П. Б. Волянський // Економіка та держава. 2014. № 8. С. 96–99.
15. *Гаєвський Б. А.* Державне управління в системі соціального управління / Б. А. Гаєвський, О. Б. Гаєвська // Гуманітарний вісн. Запорізької держ. інженерної академії. 2011. Вип. 47. С. 17–23. Режим доступу: http://nbuv.gov.ua/UJRN/znpvgvzdia_2011_47_4
16. *Амоша О. І.* Механізми переходу економіки України на інноваційну модель розвитку / О. І. Амоша,

- С. М. Кацура, Т. В. Щетілова. Донецьк: Вид-во ДонГУ, 2002. 108 с.
17. *Варналій З. С.* Державна регуляторна політика у сфері малого підприємництва / З. С. Варналій, І. С. Кузнецова; НАН України; Інститут економічного прогнозування. К., 2002. — 104 с.
 18. *Федорчак О. В.* Класифікація механізмів державного управління / О. В. Федорчак [Електронний ресурс] // Демократичне врядування : наук. вісн. Львів : ЛРІДУ НАДУ, 2008. Вип. 1. Режим доступу : <http://www.academy.lviv.ua>
 19. *Терент'єва А. В.* Організаційні заходи та управлінські рішення в період надзвичайної ситуації та ліквідації її наслідків / А. В. Терент'єва // Економіка та держава. 2009. № 8. С. 43–44.
 20. *Адамов Б. И.* Инновационное развитие современной Украины в контексте развития и внедрения нанотехнологий // Прометей: регіон. зб. наук. пр. з економіки. Донецьк: ДЕГІ, 2007. Вип. 3 (24). 466 с.
 21. *Боднарчук В. Д.* Державне регулювання інноваційного розвитку регіону / В. Д. Боднарчук // Економіка та держава. 2010. № 5. С. 93–96.
 22. *Кузьмін О. Є., Князь О. В., Марчук Л. В.* та ін. Оцінювання та регулювання інноваційної діяльності в умовах трансформацій машинобудівних підприємств: монографія. Львів: Вид-во ПП “Вежа і Ко”, 2009. 172 с.
 23. *Білозубенко В. С.* Роль національної інноваційної системи у підтриманні інноваційної активності [Електронний ресурс] / В. С. Білозубенко. Режим доступу: http://www.nbuv.gov.ua/portal/soc_gum/Vdnuet/econ/2009_4/3.pdf
 24. *Афонін Е. А., Очеретяний В. В.* Управління соціальною поведінкою військовослужбовців (соціо-психологічний та аксіологічний аспекти) / Едуард Андрійович Афонін, Віталій Вікторович Очеретяний. Херсон : Взаємодія, 1995. 20 с.
 25. *Гаєвська О. Б.* Управління як соціальний феномен / О. Гаєвська. К.: КНЕУ, 2009. 160 с.
 26. *Платов В. Я.* Современные управленческие технологии / В. Я. Платов. М.: Дело, 2006. 383 с.
 27. *Цветков В. В.* Державне управління: основні фактори ефективності (політико-правовий аспект). Х.: Право, 1996. 264 с.



UDC: 351

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-154-163](https://doi.org/10.32689/2617-2224-2019-5(20)-154-163)

Murashko Vitaliy Serhiyovych,
Senior Lecturer, Department of Public Administration, Postgraduate Student, Interregional Academy of Personnel Management, 03039, Kyiv, Str. Frometivska, 2, tel.: 063 495 31 43, e-mail: murashko.vitalii1981@gmail.com

ORCID: 0000-0002-8668-2043

Мурашко Віталій Сергійович,
старший викладач кафедри публічного адміністрування, аспірант, Міжрегіональна Академія управління персоналом, 03039, м. Київ, вул. Фрометівська, 2, тел.: 063 495 31 43, e-mail: murashko.vitalii1981@gmail.com

03039, м. Київ, вул. Фрометівська, 2, тел.: 063 495 31 43, e-mail: murashko.vitalii1981@gmail.com

ORCID: 0000-0002-8668-2043

Мурашко Виталий Сергеевич,
старший преподаватель кафедры публичного администрирования, аспирант, Межрегиональная Академия управления персоналом, 03039, г. Киев, ул. Фрометовская, 2, тел.: 063 495 31 43, e-mail: murashko.vitalii1981@gmail.com

ORCID: 0000-0002-8668-2043

CATEGORICAL AND STATE-ADMINISTRATIVE ASPECTS OF THE NATIONAL SECURITY FORMATION

Abstract. The publication is devoted to the problems of categorical and state-administrative aspects of the national security formation. The term “security” is analyzed in the process of development of ideas of the discursive democracy, where it was considered as a value, a certain public interest, a good. However, this approach does not take into account that the concept of “security” can be interpreted more broadly as a category of philosophical and, therefore, a category of theory of public policy and public administration. However, it is noted that the growing interest in studying the essence of the concept of “security”, in the context of its world-philosophical understanding, depends on many factors. These include, in particular, the complexity and inconsistency of the current processes of transformation of the geo-political and geo-economic fields, the awareness of the need to solve global security problems and fundamental socio-political and socio-economic changes that have recently been traced in many countries of the world and have a decisive impact on the international and national security.

It is proved that the content of the national security is seen in the degree of protection of the national interests; the state of protection of the vital interests of the individual, the society and the state, environment in various spheres of life activity from internal and external threats; the state of protection of the national interests against all kinds of threats, which is achieved through the deliberate activity of the public authorities and civil society institutions in order to guarantee human rights and fundamental freedoms, their progressive development and stability of the constitutional order. At the same time, it is substantiated that the national security of the state consists not only in the protection of the national interests, but also in support of appropriate and necessary conditions of existence of both the state, society and individual citizens. Accordingly, the provision of such favourable conditions is a prerequisite for the realization of the national interests and goals.

Keywords: formation of categorical-conceptual apparatus of the national security, national security of the state, realization of the national interests and goals, defense capability of the state.

КАТЕГОРІЙНІ ТА ДЕРЖАВНО-УПРАВЛІНСЬКІ АСПЕКТИ ФОРМУВАННЯ НАЦІОНАЛЬНОЇ БЕЗПЕКИ

Анотація. Публікація присвячена проблемам категорійних та державно-управлінських аспектів формування національної безпеки. Аналізується термін “безпека” у процесі розвитку ідей дискурсивної демократії, де він розглядався як цінність, певний суспільний інтерес, благо. Однак, відзначено, що такий підхід не враховує, що поняття “безпека” можна інтерпретувати ширше, як категорію філософську, а відтак — і категорію теорії-державно-ї-політики та державного управління. При цьому, зазначено, що зростаючий інтерес до вивчення сутності поняття “безпека”, у контексті її світоглядно-філософського розуміння, залежить від багатьох факторів. Серед яких, зокрема, складність та неузгодженість сучасних процесів трансформації геополітичного та гео економічного полів, усвідомлення необхідності вирішення глобальних проблем безпеки та фундаментальних суспільно-політичних та соціально-економічних змін, що останнім часом простежуються у багатьох країнах світу і мають вирішальний вплив на міжнародну та національну безпеки.

Доведено, що зміст національної безпеки бачиться у ступені захищеності національних інтересів; стані захисту життєво важливих інтересів особистості, суспільства та держави, довіллія у різних сферах життєдіяльності від внутрішніх та зовнішніх загроз; стані захисту національних інтересів від різного роду загроз, який досягається завдяки цілеспрямованій діяльності органів державної влади та інститутів громадянського суспільства з метою гарантування прав людини та основних свобод, їх прогресивного розвитку та стабільності конституційного ладу. Разом із тим, обґрунтовано, що національна безпека держави полягає не тільки у захисті національних інтересів, а й у підтримці відповідних і необхідних умов існування як держави, так і су-

спільства та окремих громадян. Відповідно, забезпечення таких сприятливих умов є необхідною умовою реалізації національних інтересів та цілей.

Ключові слова: формування категоріально-понятійного апарату національної безпеки, національна безпека держави, реалізація національних інтересів та цілей, обороноздатність держави.

КАТЕГОРИЙНЫЕ И ГОСУДАРСТВЕННО-УПРАВЛЕНЧЕСКИЕ АСПЕКТЫ ФОРМИРОВАНИЯ НАЦИОНАЛЬНОЙ БЕЗОПАСНОСТИ

Аннотация. Публикация посвящена проблемам категорийных и государственно-управленческих аспектов формирования национальной безопасности. Анализируется термин “безопасность” в процессе развития идей дискурсивной демократии, где он рассматривался как ценность, определенный общественный интерес, благо. Однако, отмечено, что такой подход не учитывает, что понятие “безопасность” можно интерпретировать шире, как категорию философскую, а следовательно — и категорию теории государственной политики и государственного управления. При этом, отмечено, что растущий интерес к изучению сущности понятия “безопасность”, в контексте его мировоззренчески-философского понимания, зависит от многих факторов. Среди них, в частности, сложность и несогласованность современных процессов трансформации геополитического и геоэкономического полей, осознание необходимости решения глобальных проблем безопасности и фундаментальных общественно-политических и социально-экономических изменений, которые в последнее время прослеживаются во многих странах мира и имеют решающее влияние на международную и национальную безопасность.

Доказано, что содержание национальной безопасности видится в степени защищенности национальных интересов; состоянии защиты жизненно важных интересов личности, общества и государства, окружающей среды в различных сферах жизнедеятельности от внутренних и внешних угроз; состоянии защиты национальных интересов от различного рода угроз, которое достигается благодаря целенаправленной деятельности органов государственной власти и институтов гражданского общества в целях обеспечения прав человека и основных свобод, их прогрессивного развития и стабильности конституционного строя. Вместе с тем, обосновано, что национальная безопасность государства заключается не только в защите национальных интересов, но и в поддержке соответствующих и необходимых условий существования как государства, так и общества и отдельных граждан. Соответственно, обеспечение таких благоприятных условий является необходимым условием реализации национальных интересов и целей.

Ключевые слова: формирование категоріально-понятійного апарата національної безпеки, національна безпека держави, реалізація національних інтересів та цілей, обороноспособність держави.

Formulation of the problem. The international and national security threats have increased over the last decade due to the likelihood of the emergence of new nuclear countries, the growing undetermined impact of the globalization processes on the development of international relations, especially because of fierce competition for the redistribution of spheres of influence to the global economy, which is also being felt in the energy sector, as well as, the use of forceful methods in the realization of the national interests. In most countries there is a steady increase in the cost of developing advanced weapons systems. As a result, the question of the existence of Ukraine as an integrated and sovereign state can be put on the agenda if the accumulated potential of threats to the national security is not realized without the use of appropriate mechanisms of development and implementation of the state policy aimed at protecting the interests of the state [1, p. 11].

In my opinion, the main mechanism for implementing such a policy is public administration in the field of national security. Public administration, as a way of being a social organization, is an integral part of it. The public administration that ensures the functioning and development of the society, as a whole, is carried out within the political system and includes the political aspect, as well as related forms of the state. In the modern scientific research the public administration is regarded as a phenomenon and a process that is carried out mainly within the executive branch of the government [2]. At the same time, in my opinion, the public administration is not limited to the ac-

tivity of the executive authorities due to interaction with other state-governmental structures, legislative and judicial branches of the government that significantly influences the economic and socio-political environment.

Analysis of the recent research and publications. In the field of national security the public administration is characterized by features that are significantly differentiated, for example, by specific means of governance, by a certain course of action, and by issues of the influence on certain processes. The work of H. Sytnyk [3], S. Kruk [4], O. Evsyukova [5], T. Stukalina [6], S. Larina [7], A. Pomaz-Ponomarenko [8], M. Orl [9] and others is devoted to the study of the processes of the public administration in the field of the national security of Ukraine. It is worth noting that the process of forming a categorical-conceptual apparatus of the national security becomes virtually impossible without the scientific perception of the basics of its legislative consolidation, the basic legislative norms that regulate the social relations in the process of ensuring the protection of important interests of the individual and the citizen, the society and the state from internal and external threats. So, in this context, it should be understood what security is as a whole.

The purpose of the article is to outline the categorical and state-administrative aspects of the national security formation.

Presentation of the main material. The scientists are exploring the concept of “security” as a complex social phenomenon, using different approaches and aspects to its interpretation, which,

in turn, leads to the lack of a single definition and vision of the content of the concepts of “security” and “national security”. It should be noted that the concept of “security” is much broader than the concept of “national security”; it is generic for the concept of “national security”. In the modern scientific literature security is interpreted differently, for example [10]:

- from the point of view of psychological knowledge it is the need to protect the vital interests of the people;

- from the point of view of philosophical and sociological knowledge it is the state and tendencies of the development of the state structures, institutions and moods of the population, rational balance of the freedom and means for its protection;

- from the point of view of legal knowledge it is a system of legal guarantees that provides a full guarantee of the human rights and freedoms defined by the laws for the protection of individuals, society and others.

The growing interest in the study of the essence of the concept of “security” in the context of its world-philosophical understanding depends on many factors. These include, in particular, the complexity and inconsistency of the current processes of transformation of the geo-political and geo-economic fields, the awareness of the need to solve global security problems and fundamental socio-political and socio-economic changes that have recently been traced in many countries of the world and have a decisive impact on the international and national security.

As a rule, when studying the essence of the term “security” the scientists focus on its three dimensions:

- conceptual (ontological and epistemological bases of security);

- practical (security is considered in the context of reflecting the specific needs of the individual, society, state and international community);

- value (security philosophy, security culture, etc.).

In turn, many scientists combine the concept of “security” with the concept of “danger”. This is mainly due to the instinct for self-preservation in the evolution of the wildlife. That is, the existence of any living creature depends on how it can identify and evaluate the factors (including environmental factors) that threaten its physical existence [11].

Thus, it should be noted that danger and security is a dialectical interaction that is dynamically integrated and characterizes the living conditions of the objects in nature. It is worth noting that there is no security without danger and vice versa. What is more, what is dangerous for one object, it is safe for another, and what is safe for one, it is dangerous for another. Let us take a closer look at some aspects of security, see table.

So, as the table shows, security is one of the most important human needs, along with the need for food, clothing, shelter, and more. This means that the need for security is a basic prerequisite for the emergence of people into the world, and its ensuring is the basis for the progressive development of the society. At the present stage, the domestic and foreign scientists view security as a state of protection against certain threats and dangers. Therefore, the Interpretive Dictionary of the Ukrainian language defines security as a

Characteristics of security aspects

№	Security aspect	Characteristics of security aspects
1	Ontological	Security exists in various forms (nature, human being, social and spiritual aspects of being an individual) in which the overall structure of its existence and dangers are minimized. This objective reality protects everything living, including the phenomena, processes and laws that operate in the world
2	Epistemological	Security aspects are directly related to the characteristics of its knowledge. In the course of the historical development sensory experience and rational knowledge of the basics of security are assimilated. The accumulated knowledge is transformed into practical experience and reliable information
3	Axiological	The axiological aspect is that security has many universal values, such as good, truth and beauty, although its content and meanings are different in different periods. Security creates the best conditions for maintaining a harmonious nature and sustainable development of the society. Information about security gives a person the freedom to make choices and shows his worth

state where nothing threatens anyone [12].

The term “security” in V. Dal’s explanatory dictionary is defined as “lack of security; preservation, reliability...” [13, p. 67], but in our view such a simplified view of the concept of “security” is insufficient, especially when interpreted in a purely linguistic context, since the absence of danger means that a person can achieve such an ideal situation when there are no difficulties and threats to the society. However, in real life threats have always existed, exist and will exist, moreover, they have different structures and scales to address the challenges of the human civilization.

It is worth mentioning that the research of V. Lypkan, who made a certain typology of the concept of “security”, based on the analysis of normative legal acts, relevant doctrines and concepts, as well as encyclopedic and reference

literature, concluded that there is four approaches to interpreting the concept of “security” [14, p. 363–363]:

- statistical (security as a state of safety);
- apophatic (security as the absence of threats and dangers);
- active (security as a system of measures aimed at creating certain safe living conditions);
- passive (security as compliance with certain parameters and norms, on ensuring of which it depends directly).

I believe that such a versatile interpretation makes it possible to view security as a specific feature of dynamic social change and as a complex criterion for assessing its quality that characterizes the state of development of the modern governmental processes. V. Mohylevsky also emphasizes his attention considering security as “an indicator of the quality of any modern system as a whole” [15, p. 225].

According to A. Wolffers security objectively means no threats, and subjectively, no fear, that is, the feeling that no harm will be done to the public values [16]. In my opinion, considering security as a certain state of protection of the people from threats and dangers is a somewhat simplistic, utilitarian approach whereby certain values and interests are acquired, and if such values (interests) are threatened, then the danger is fixed.

In the process of developing ideas of the discursive democracy, security was seen as a value, a certain public interest, a good. However, this approach does not take into account that the concept of “security” can be interpreted more broadly as a category of philosophical and, therefore, a category of theory of the public policy and public administration. In particular, H. Sytnyk draws attention to this stating that the concept of “security” is a philosophical category and its essence has not been fully explored in scientific terms, especially when it comes to national security. The evidence of this is the constant debate around different approaches to defining the concept and ensuring the national security [17, p. 35].

It should be noted that when the concept of “national security” was included in the political lexicon in the West, it was used, first of all, as a synonym for the defense capability of the state and, until the mid-1980s, in the East and West of Europe this concept was understood as military and political security. The situation changed somewhat in the early 1990s when they began to consider the “national security” and the problems of its security from different sides and aspects, analyzing

them in theoretical studies, philosophical, sociological and political literature.

To date, both in the East and the West of Europe have developed a certain understanding of the main categories used in developing ways of overcoming the ensurance of the national security issues. In our view, this contributes to the gradual formation of a sufficiently structured, relatively clear conceptual framework for the main legislative documents for the implementation of the national security. However, until now, researchers have not come to an agreement on what can be understood by the very concept of “national security” — a state or a category that characterizes that state [18, p. 104].

It should be noted that studying the categorical and state-administrative aspects of the formation of the national security institute, in particular, its concept and content, it is investigated that the term “national security” was first defined after the Second World War. In view of this, it should be noted that the idea of national security is formulated at the legislative level in the United States — in the Law “On National Security” (1947). Although interesting for science is the fact that the term “national security” was first introduced into the US state-legal lexicon by the President T. Roosevelt in 1904 and practically until 1947 was used in the sense of defense, was considered as a process of certain integration of the state's foreign, domestic and military policies.

Conclusions. Summarizing the above, I would like to point out that the theoretical definition of the scientific concept of “national security” is a priority, since it should reveal the essence of

this state, social and legal phenomenon, find its content and emphasize the most important aspects, dependencies and elements. The analysis of the approaches to defining the scientific concept of “national security” shows that the classical vision of this social phenomenon is limited for some reason because:

- the perception of the national security arises mainly from the military interpretation of this category, which leads to a considerable limitation of its content;
- national security is associated with the notion of a state that guarantees its ensurance;
- the internal components of the national security are ignored;
- relativity and subjectivity of the perception of the nature of the concept of “national security”, etc.

REFERENCES

1. Sytnyk H. P. (2012). *Derzhavne upravlinnia u sferi natsionalnoi bezpeky (kontseptualni ta orhanizatsiino-pravovi zasady)* [Public Administration in the field of national security (conceptual and organizational legal bases)]. Kyiv: NADU [in Ukrainian].
2. Kaliaiev A. (2018). Teoretychni pidkhody shchodo transformatsii suchasnykh modelei derzhavnoho upravlinnia u sferi bezpeky ta oborony [Theoretical approaches to the transformation of modern models of public administration in the field of security and defense]. *Efektynist derzhavnoho upravlinnia – Efficiency of public administration*, 1 (54), 1, 13–19 [in Ukrainian].
3. Sytnyk H. P. (2017). Instytutysiino-tsyvilizatsiinoi paradyhma, yak osnova metodolohii derzhavnoho upravlinnia u sferi natsionalnoi bezpeky [Institutional-civilizational paradigm as the basis of the methodology of public administration in the field of national security]. *Naukovyi chasopys Akademii natsionalnoi bezpeky – Scientific journal of the National Security Academy*, 1–2, 10–23 [in Ukrainian].
4. Kruk S. I. (2018). Orhanizatsiinyi mekhanizm derzhavnoho upravlinnia u sferi zabezpechennia natsionalnoi bezpeky Ukrainy [Organizational Mechanism of Public Administration in the Field of National Security of Ukraine]. *Derzhava ta rehiony. Serii: Derzhavne upravlinnia – State and Regions. Series: State Administration*, 3(63), 105–108 [in Ukrainian].
5. Evsiukov O. P. (2017). Naukovo-teoretychni vyznachennia sutnosti ta zmistu bezpeky derzhavy [Scientific theoretical definitions of the essence and content of the state security]. *Visnyk Natsionalnoho universytetu tsyvilnoho zakhystu Ukrainy. Serii: Derzhavne upravlinnia – Bulletin of the National University of Civil Defense of Ukraine. Series: Public Administration*, 2(7), 22–28 [in Ukrainian].
6. Stukalin T. A. (2016). Systema derzhavnoho upravlinnia u sferi oborony derzhavy ta osnovni napriamy yii rozvytku v konteksti reformuvannia sektora bezpeky i oborony [The system of public administration in the field of state defense and the main directions of its development in the context of security and defense sector reform]. *Teoriia ta praktyka derzhavnoho upravlinnia – Theory and Practice of Public Administration*, 2(53), 213–220 [in Ukrainian].
7. Larin S. V. (2017). Aktyvizatsiia vzaiemodii derzhavy i suspilstva shchodo zakhystu natsionalnykh tsinnosti u sferi natsionalnoi bezpeky [Activation of interaction between the state and society on the protection of national values in the field of national

- security]. *Derzhava ta rehiony. Seriya: Derzhavne upravlinnia – State and Regions. Series: Public administration*, 3, 16–20 [in Ukrainian].
8. Pomaza-Ponomarenko A. L. (2015). Napriamy ta metodolohiia formuvannia natsionalnoi bezpeky v rehionalnykh umovakh [Directions and methodology of national security formation in regional conditions]. *Publichne upravlinnia ta mytne administruvannia – Public Administration and Customs Administration*, 2(13), 194–199 [in Ukrainian].
 9. Orel M. H. (2018). Politychna bezpeka yak skladova natsionalnoi bezpeky: teoretychnyi aspekt [Political Security as a Component of National Security: A Theoretical Aspect]. *Naukovyi chasopys Akademii natsionalnoi bezpeky – Scientific Journal of the National Security Academy*, 1, 22–34 [in Ukrainian].
 10. Skulysh S. D., Bohdanovych V. Yu., Svyda I. Yu. (2012). *Teoretyko-metodolohichni osnovy zabezpechennia natsionalnoi bezpeky Ukrainy. T. 1: Teoretychni osnovy, metody y tekhnolohii zabezpechennia natsionalnoi bezpeky Ukrainy [Theoretical and methodological foundations of national security of Ukraine. Vol. 1: Theoretical bases, methods and technologies of national security of Ukraine]*. S. D. Skulysha (Eds.). Kyiv: Nauk.-vyd. viddil NA SB Ukrainy [in Ukrainian].
 11. Sytnyk H. P. (2011). *Derzhavne upravlinnia u sferi natsionalnoi bezpeky (kontseptualni ta orhanizatsiino-pravovi zasady) [Public Administration in National Security (Conceptual and Organizational-Legal Framework)]*. Kyiv: NADU [in Ukrainian].
 12. *Slovyuk ukrainskoi mowy [Dictionary of the Ukrainian language]*. (1970). (Vols. 1). I. K. Bilodida (Eds.). Kyiv: Naukova dumka [in Ukrainian].
 13. Dal V. I. (1978). *Tolkovyiy slovar zhivogo velikorusskogo yazyka [Explanatory Dictionary of the Living Great Russian Language]*. (Vols. 1). Moscow: Russkiy yazyk [in Russian].
 14. Lipkan V. A. (2009). *Teoriia natsionalnoi bezpeky [Theory of National Social Security]*. Kyiv: KNT [in Ukrainian].
 15. Mogilevskiy V. D. (2001). Vvedenie v teoriyu upravleniya bezopasnostyu sistem [Introduction to the theory of security management systems]. *Problemy bezopasnosti pri chrezvychaynykh situatsiyakh – Safety problems in emergency situations*, 4, 215–235 [in Russian].
 16. Wolfers A. (1962). *Discord and Collaboration: Essays on International Politics*. Baltimore: Johns Hopkins University Press [in English].
 17. Sytnyk H. P. (2004). *Derzhavne upravlinnia u sferi zabezpechennia natsionalnoi bezpeky Ukrainy: teoriia i praktyka [State Administration in the Sphere of Protection of the National Security of Ukraine: Theory and Practice]*. Doctor's thesis. Kyiv [in Ukrainian].
 18. Petrovskiy V. F. (1980). *Doktrina "natsionalnoy bezopasnosti" v globalnoy strategii SShA [The Doctrine of "National Security" in the US Global Strategy]*. Moscow: Mezhdunar. Otnosheniya [in Russian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Ситник Г. П. Державне управління у сфері національної безпеки (концептуальні та організаційно-правові засади): підручник К.: НАДУ, 2012. 544 с.
2. Каляев А. Теоретичні підходи щодо трансформації сучасних моделей державного управління у сфері безпеки та оборони // Ефективність державного управління. 2018. Вип. 1 (54). Ч. 1.
3. Ситник Г. П. Інституційно-цивілізаційної парадигма, як основа методо-

- логії державного управління у сфері національної безпеки / Г. П. Ситник // Наук. часопис Академії національної безпеки. 2017. № 1–2. 162 с.
4. *Крук С. І.* Організаційний механізм державного управління у сфері забезпечення національної безпеки України // Держава та регіони. Серія: Державне управління, 2018. № 3 (63).
 5. *Евсюков О. П.* Науково-теоретичні визначення сутності та змісту безпеки держави // Вісн. Національного ун-ту цивільного захисту України. Серія: Державне управління. 2017. Вип. 2 (7).
 6. *Стукалін Т. А.* Система державного управління у сфері оборони держави та основні напрями її розвитку в контексті реформування сектора безпеки і оборони // Теорія та практика державного управління 2(53)/2016, 221 с.
 7. *Ларін С. В.* Активізація взаємодії держави і суспільства щодо захисту національних цінностей у сфері національної безпеки / С. В. Ларін // Держава та регіони. Серія: Державне управління: наук.-вироб. журн. Вип. 3. Запоріжжя: КПУ. 2017.
 8. *Помаза-Пономаренко А. Л.* Напрями та методологія формування національної безпеки в регіональних умовах // Публічне управління та митне адміністрування, № 2 (13), 2015.
 9. *Орел М. Г.* Політична безпека як складова національної безпеки: теоретичний аспект // Наук. часопис Академії національної безпеки. 2018. № 1. 95 с.
 10. *Скулиш С. Д.* Теоретико-методологічні основи забезпечення національної безпеки України: моногр.: у 7 т. Т. 1: Теоретичні основи, методи й технології забезпечення національної безпеки України / В. Ю. Богданович, І. Ю. Сvida, Є. Д. Скулиш ; за заг. ред. С. Д. Скулиша. К: Наук.-вид. відділ НА СБ України, 2012. 548 с.
 11. *Ситник Г. П.* Державне управління у сфері національної безпеки (концептуальні та організаційно-правові засади): підручник. К.: НАДУ, 2011. 730 с.
 12. *Словник української мови [Текст]: в 11 т. Т. 1 / за ред. І. К. Білодіда, АН УРСР. Інститут мовознавства. К.: Наук. думка, 1970.*
 13. *Даль В. И.* Толковый словарь живого великорусского языка. Т. 1–4. Москва: Русский язык, 1978. Т. 1: А–З. 1978.
 14. *Ліпкан В. А.* Теорія національної безпеки: підручник / В. А. Ліпкан. К.: КНТ, 2009. 576 с.
 15. *Могилевский В. Д.* Введение в теорию управления безопасностью систем / В. Д. Могилевский // Проблемы безопасности при чрезвычайных ситуациях [Текст]. 2001. № 4.
 16. *Wolfers A.* Diskort and Collaboration, Essays on International Politics ext] / A. Wolfers. Baltimore: Johns Hopkins University Press, 1962. P. 150.
 17. *Ситник Г. П.* Державне управління у сфері забезпечення національної безпеки України: теорія і практика: дис. д-ра наук з держ. управління / Г. П. Ситник. К., 2004. 417 с.
 18. *Петровский В. Ф.* Доктрина “национальной безопасности” в глобальной стратегии США. Москва: Междунар. отношения, 1980.



UDC: 351.81

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-164-174](https://doi.org/10.32689/2617-2224-2019-5(20)-164-174)

Petrenko Oleksandr Mykolaiovych,

Doctor of Technical Sciences, Associate Professor, Associate Professor, Department of Electric Transport, Kharkiv National University of Urban Management. OHM. Beketova, 61000, Kharkiv, Str. Marshala Bazhanova, 17, e-mail: mbubliiy@gmail.com, tel.: +38 (093) 669 97 47

ORCID: 0000-0003-4027-4818

Петренко Олександр Миколайович,

доктор технічних наук, доцент, доцент кафедри електричного транспорту, Харківський національний університет міського господарства ім. О. М. Бекетова, 61000, Харків, вул./ Маршала Бажанова, 17, e-mail: mbubliiy@gmail.com, тел.: +38 (093) 669 97 47

ORCID: 0000-0003-4027-4818

Петренко Александр Николаевич,

доктор технических наук, доцент, доцент кафедры электрического транспорта, Харьковский национальный университет городского хозяйства им. А. Н. Бекетова, 61000, Харьков, ул. Маршала Бажанова, 17, e-mail: mbubliiy@gmail.com, тел.: +38 (093) 669 97 47

ORCID: 0000-0003-4027-4818

THE INFLUENCE OF SOCIAL FACTORS ON IMPROVEMENT OF STATE REGULATION OF PUBLIC PASSENGER TRANSPORT

Abstract. The article describes the main factors affecting the activities of public passenger road transport. It is determined that the economic policy in the field of state regulation of public passenger transport should be considered as an important part of the General state economic and social policy aimed at improving the quality of life of the population. It is also proposed that the formation and implementation of economic policy should be associated with the creation of effective methods, procedures and mechanisms of social and economic justification of subsidies and the establishment of effective tariffs for transportation aimed at preserving and developing the public transport system, consistent with the development plans, as well as the rational management of routes in order to optimize them using a set of socio-economic constraints.

It is proved that traffic safety management is the most important function of the state, which should be effectively and comprehensively implemented as part of the mechanisms and procedures of public transport management. The quantitative growth of vehicles in Ukraine is not accompanied by qualitative changes in the positive direction. On the contrary, the wear and tear of the vehicle fleet is increasing every year, which is the cause of increased environmental pollution, accidents and high transport costs. As shown above, one of the elements of such a system is the restriction of the age of minibuses allowed on passenger routes.

The choice of social policy should be preceded by the modeling of its main characteristics and results, so it is advisable to create and use such models in the practice of state macroeconomic regulation. Improving the efficiency of state regulation should be provided by the tax regulation of the activities of passenger transport enterprises and private carriers through legal mechanisms, as well as a number of organizational measures to ensure the certification of routes, monitoring of transportation processes and their financing from the budget, improving the mechanism and procedures for information support of the processes of economic policy formation and its implementation.

Keywords: state regulation, passenger road transport, social factors, tariff policy, transport infrastructure.

ВПЛИВ СОЦІАЛЬНИХ ФАКТОРІВ НА ВДОСКОНАЛЕННЯ ДЕРЖАВНОГО РЕГУЛЮВАННЯ ГРОМАДСЬКОГО ПАСАЖИРСЬКОГО ТРАНСПОРТУ

Анотація. Розглянуто основні фактори, що впливають на діяльність громадського пасажирського автомобільного транспорту. Визначено, що економічну політику в області державного регулювання громадського пасажирського транспорту слід розглядати як важливу частину загальної державної економічної і соціальної політики, спрямованої на підвищення якості життя населення. Також запропоновано, що формування та реалізація економічної політики має бути пов'язана зі створенням дієвих методів, процедур і механізмів соціального та економічного обґрунтування дотацій та встановлення ефективних тарифів на перевезення, спрямованих на збереження і розвиток системи громадського транспорту, узгоджених з планами розвитку, а також раціонального управління маршрутами з метою їх оптимізації при використанні сукупності соціально-економічних обмежень.

Доведено, що управління безпекою руху — найважливіша функція держави, яка повинна бути ефективно і комплексно реалізована у складі механізмів і процедур управління громадським транспортом. Кількісне зростання автотранспортних засобів в Україні не супроводжується якісними змінами в позитивну сторону. Навпаки, зношення автопарку щорічно збільшується, що є причиною підвищеного забруднення навколишнього середовища, аварійності і високих транспортних витрат. Як показано вище, один з елементів такої системи — обмеження віку мікроавтобусів, що допускаються на пасажирські маршрути.

Вибір соціальної за своєю сутністю політики має передувати моделювання її основних характеристик і результатів, тому такі моделі доцільно створювати і використовувати у практиці державного макроекономічного регулювання. Підвищення ефективності державного регулювання повинно бути забезпечено податковою регламентацією діяльності підприємств пасажирського транспорту та приватних перевізників через правові механізми, а також рядом організаційних заходів, що забезпечують паспортизацію маршрутів, моніторинг процесів перевезень та їх фінансування з бюджету, вдосконалення механізму та процедур інформаційного забезпечення процесів формування економічної політики та її реалізації.

Ключові слова: державне регулювання, пасажирський автомобільний транспорт, соціальні фактори, тарифна політика, транспортна інфраструктура.

ВЛИЯНИЕ СОЦИАЛЬНЫХ ФАКТОРОВ НА СОВЕРШЕНСТВОВАНИЕ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ОБЩЕСТВЕННОГО ПАССАЖИРСКОГО ТРАНСПОРТА

Аннотация. Рассмотрены основные факторы, влияющие на деятельность общественного пассажирского автомобильного транспорта. Определено, что экономическую политику в области государственного регулирования общественного пассажирского транспорта следует рассматривать как важную часть общей государственной экономической и социальной политики, направленной на повышение качества жизни населения. Также предложено, что формирование и реализация экономической политики должна быть связана с созданием действенных методов, процедур и механизмов социального и экономического обоснования дотаций и установления эффективных тарифов на перевозку, направленных на сохранение и развитие системы общественного транспорта, согласованных с планами развития, а также рационального управления маршрутами с целью их оптимизации при использовании совокупности социально-экономических ограничений.

Доказано, что управление безопасностью движения — важнейшая функция государства, которая должна быть эффективно и комплексно реализована в составе механизмов и процедур управления общественным транспортом. Количественный рост автотранспортных средств в Украине не сопровождается качественными изменениями в положительную сторону. Наоборот, износ автопарка ежегодно увеличивается, что является причиной повышенного загрязнения окружающей среды, аварийности и высоких транспортных расходов. Как показано выше, один из элементов такой системы — ограничение возраста микроавтобусов, допускаемых на пассажирские маршруты.

Выбор социальной по своей сущности политики должно предшествовать моделирование ее основных характеристик и результатов, поэтому такие модели целесообразно создавать и использовать в практике государствен-

ного макроэкономического регулирования. Повышение эффективности государственного регулирования должно быть обеспечено налоговой регламентацией деятельности предприятий пассажирского транспорта и частных перевозчиков через правовые механизмы, а также рядом организационных мероприятий, обеспечивающих паспортизацию маршрутов, мониторинг процессов перевозок и их финансирования из бюджета, совершенствование механизма и процедур информационного обеспечения процессов формирования экономической политики и ее реализации.

Ключевые слова: государственное регулирование, пассажирский автомобильный транспорт, социальные факторы, тарифная политика, транспортная инфраструктура.

Problem statement. Passenger transportation services should be considered both as the city housing and communal services and in the context of the common problems. It is also possible to assign the passenger transportation services to a group of social services. Therefore, the search for generalizations in solving problems of public transport is important for the development of the entire complex of communal services on the one hand, and it should be compared with the analysis of the causes of the housing and communal services problems and the solutions found in this area on the other.

We can single out a number of problems that remain unresolved or find their more effective solution based on the modern development of the theory and methods of state regulation of public passenger transport. The problem of publicity of goals and content of economic policy, the transparency of methods and regulation mechanism remains partially solved. In this regard, it is necessary not only to adjust the mechanisms and procedures of regulation, but also to inculcate a culture of openness. The problem of methodological support of the economic policy of the regulation

of public passenger transport. It can be solved by creating a model for the formation and implementation for the economic policy of regulating public passenger transport, as well as developing new methods, procedures and mechanisms for the economic policy of public passenger transport regulation.

Analysis of recent publications on the subject. Problems of state regulation of public passenger road transport are highlighted in the works of both foreign and domestic scientists. A great contribution to the study of the peculiarities of the state influence on the transport system was made by such scientists as V. Grabelnikov [1], V. Dzhuhan [2], A. Divinets [3], A. Zborovska [3], D. Ilchenko [4], V. Ilchuk [5], N. Kovalchuk [7], G. Koretska. [3], M. Leonov [7], V. Lukianov [6], A. Novikova [7], T. Rovenchak [9], V. Stepanov [10], A. Shevchenko [1], T. Yashchenko [7] and others. However, despite numerous studies, the influence of social problems on the improvement of state regulation of public passenger road transport in Ukraine remains insufficiently highlighted.

The formulation of the goals (purpose) of the article. The purpose of

this article is to determine the impact of social problems on improving the state regulation of public passenger road transport in Ukraine and to provide suggestions for improving this process.

Presentation of the main research material. The price (tariff) policy is the central link in the formation and implementation of economic policies in relation to public passenger transport, therefore an important place is given to its analysis and improvement.

One of the regional problems is the availability among consumers of products, works and services of a significant number of privileged categories of consumers (citizens), defined by the legislation, the availability of social routes and the lack of adequate reimbursement from the budgets of the respective levels to economic entities of non-received incomes [7, p. 23]. This problem is particularly acute affecting life-supporting industries, such as transport, communications, energy, gas supply, housing and communal services, and it affects the results of financial and economic activity negatively, and also creates a situation where natural monopolies enterprises fall into a kind of "scissors". To compensate for losses, it is necessary to increase the revenue side on the one hand, that is to approve higher tariffs by overstating the planned cost of services, and insufficient financing and non-payment of consumers create a shortage of working capital on the other hand, that does not allow to carry out a number of necessary measures for maintaining the normal production-technological process at the enterprise.

Most of the life support functions are transferred to the lower territorial levels of management in the process of

decentralization where social programs are implemented in close proximity to the consumer in practice. The processes take place in a complex legal environment. Housing and communal services, which include the problems of housing ownership, utility payments and system of social guarantees provide economic and legal conditions [6, p. 121].

The task of efficient management of the municipal economy complex is put forward on the foreground which is expensive by its very nature, the costs for it are mainly realized through territorial structures in the current situation.

Certain results have been achieved in the implementation of economic reform programs in recent years. But a number of unresolved problems appeared along with the achievement of certain positive results that impede further advancement to the market and an increase of living standards of cities. A high level of monopolization, the predominance of a sectoral approach in solving problems of territorial administration and the lack of a unified tariff policy are related to them. The transformations are much weaker in the field of public passenger transport including in matters of regulation.

It is the need that studies the problems of state and municipal policy pricing services in the market economy regulation system are caused by these reasons.

Ukraine lacks a unified state policy, a weak legislative framework in the sphere of organizing the work of public transport and an imperfect methodological basis for forming the cost of services at present.

The results of the work analysis of public transport in Ukraine, obtained

by A. Zborovska, confirm the uncoordinated actions of the authorities of different levels, that lead to such negative consequences as lowering the quality level of public transport; replacement of buses, trams and trolleybuses by small-size minibuses; operation of emergency rolling stock; the growth of state subsidies [3, p. 25].

Undoubtedly, one of the important directions of functioning of the city passenger transport system is the financing of programs for the restoration and renewal of rolling stock of public transport. The work of state and municipal road transport enterprises is complicated by the aging of fixed assets, a decrease in labor productivity and an increase in the cost of maintaining the aging park in most cities [5, p. 129]. It is necessary to form and finance programs for the restoration and renewal of the rolling stock of public transport at road transport enterprises for that reason.

The owners of fixed-route taxis and buses which lack the necessary repair and diagnostic equipment and qualified personnel for preventive measures are replacing public transport companies as a result of these reasons. The increase in the market for passenger transportation of the number of small businesses entails a limited introduction of modern means of managing public passenger transport; insufficient qualifications and low discipline of bus drivers, violation of the norms of buses capacity. This is compounded by the ineffective system of preventive work and monitoring compliance with road safety requirements; the backwardness of the regulatory legal framework in the organization of route bus transportation in a market economy.

One of the ways of solving traffic safety problems when operating buses belonging to individuals engaged in the carriage of passengers is to initiate their association, which allows creating the necessary conditions to comply with the established safety requirements.

It should be noted here that private owners should have not only equal rights, but also equal duties. In general, we can talk about a system of conditions (requirements) that should be applied to the owners of vehicles (enterprises and individual entrepreneurs engaged in passenger transportations by public transport routes. They must observe and ensure:

- legislation regarding the transportation of privileged passengers;
- routes established by the state, including social (unprofitable) and tariffs;
- setting schedules and vehicle intervals;
- compliance with environmental standards in the transport operations;
- transport management by drivers of high qualification;
- serviceable transport [1, p. 5].

The last two requirements are aimed at ensuring the necessary level of traffic safety, which is relatively low in Ukraine, as evidenced by the studies and publications of many well-known scientists, and this problem is defined in the Strategy for Improving Road Safety in Ukraine for the period up to 2020 [8]. The entire set of conditions is directly related to ensuring the quality of life of the population and is an example of the practical application of the theory of economic interest.

The chronic underfunding or the lack of non-received income from en-

terprises and private owners for the transportation of privileged persons is the main reason that hinders private owners of taxis and buses from transporting privileged categories of passengers and working on social routes.

There exists a very acute problem of financial and legal support of the territorial pricing policy in terms of tariff formation and financing of privileged passengers' transportation, transportation on social routes. This indicates the need to improve the methods of the tariff policy formation and methods for calculating tariffs for passenger transportation.

Public policy in relation to public transport should be considered as part of the general economic policy, and passenger transportation services are one of the types of services provided by a socially oriented state in this complex [10, p. 99]. Such policy affects all levels of state regulation as well as the micro level, but the main focus of the interests of the participants falls on the local level in relation to passenger traffic and the manifestations related to these problems. Therefore, the economic policy in the field of passenger transportation is considered as an important part of the general socially oriented economic policy.

Thereby, the formation and implementation of economic policy is a set of complex, diverse in their nature (heterogeneous), continuous or cyclic processes. This set should be based on effective models, methods, procedures and mechanisms, each or every one of which performs its role in the overall harmonized process.

The social orientation of such a policy should be generally accepted for a

number of reasons and it should ensure the reproduction of this type of services in the economic aspect.

Democratic and socially oriented government should aim at improving the quality of life of the population. In this regard, public passenger transport is necessary for a wide range of people including those who cannot fully bear the cost of paying for transport services and have the right to travel privileges according to the current legislation. So, the state regulation of public passenger transport is a necessary element of social services provided by the state to the population. Public transport has a direct impact on the quality of life of the population and it is possible to single out a number of indicators that should be taken into account when assessing the socio-economic efficiency of the economic policy being developed: convenience of routes; fare; compliance with schedules and movement intervals; the safety of passengers, the opportunity to use the benefits provided by the state authorities.

Regulation of the routes of city transport is necessary so that remote and sparsely populated points of the routes do not "fall out" of this service sector and which is not profitable for carriers in their purely commercial positions. The principle of ensuring an approximately equal level of quality of life for residents in different parts of the municipal entity is being implemented in this regard. Consequently, the regulation of routes does not balk at the idea of their optimization but involves the usage of a set of socio-economic (and, to a greater extent social) constraints.

A large number of beneficiaries are pensioners and people with disabilities,

for whom traveling in public transport is vital for health reasons. Such passengers use transport often to get 1–2 stops precisely because their state of health does not allow them to dispense with transport [2, p. 78]. Proposals for replacing benefits with targeted cash payments will solve many problems in the current economic situation.

Tariff regulation is necessary due to low incomes of the population and the developed specialization of labor, leading the majority of the population to the need to move to the workplace and back several times a day, to reach specialized trade enterprises, consumer services, cultural and sports institutions and organizations that are usually concentrated in one or more “cultural” centers of the city. It is advisable to know and predict the reproduction of services, incomes of the population, budget revenues and indicators of the population aging process within the framework of such regulation.

Tariff regulation implies social and economic subsidies for the transportation of privileged passengers and transportation on social routes on the one hand, and the establishment of effective tariffs for transportation from a purely economic position on the other, including logistics methods usage in order to preserve and develop the public transport system, coordinating such actions with the plans for the development of municipalities.

Tariff (price) policy is an integral part of economic policy and should be aimed at solving a number of tasks as follows:

- ensuring a single economic space in the region for all categories of consumers and producers;

- protecting the economic interests of domestic producers and suppliers of goods and services;

- protecting consumers from unreasonably high prices and tariffs;

- harmonious accounting (coordination) of the interests of enterprises and consumers of services by creating and using the appropriate mechanism;

- ensuring of self-finance of service providers, organizations that supply them;

- creating conditions for the development of competitive relations, stimulating resource conservation, reducing the costs of enterprises for the production of products and services, including counteracting the process of forming monopolies;

- reduction of subsidies from the budget;

- monitoring the observance of state discipline of prices and tariffs by all enterprises and organizations, regardless of the form of ownership [9, p. 121].

For the implementation of the objectives of the price policy should be carried out by:

- consistent price liberalization in industries where competition is possible;

- strengthening a state regulation of prices and tariffs in socially significant sectors of natural local monopolies.

The problem of assessing the quality of passenger transport regulation is led to a special place in a number of regulatory issues. A rating system for passenger transport has not yet been developed, and it seems appropriate to have such a rating system developed and implemented into local management practice in this regard [4, p. 12].

Traffic safety management is the most important function of the state,

which must be implemented effectively and comprehensively as part of the mechanisms and procedures for managing public transport. The quantitative growth of vehicles in Ukraine is not accompanied by the qualitative changes in a positive way. On the contrary, the depreciation of the vehicle fleet is increasing annually, which is the cause of increased environmental pollution, accidents and high transport costs. One of the elements of such a system is setting age limits on mini busses allowed on passenger routes as shown above.

Much attention should be paid to tax regulation and redistribution of tax revenues in favor of ensuring the obligations of the state for the transportation of passengers in the regulation of public transport. The regulation of passenger transport enterprises and private carriers should be carried out through legal mechanisms and certification of routes; management and regulation should use traffic monitoring and their financing from the budget, as well as a mechanism and procedures for informational support of economic policy formation processes and its implementation.

Tariff modeling should become a central link of the model which allows to study the main characteristics and predict the results of the economic policy of public transport regulation, and a general assessment of the effectiveness of such a policy should be associated with a comprehensive socio-economic assessment that takes social and economic indicators into account.

Thus, the solution of the listed problems can be found by creating a model and procedure for modeling the main characteristics and results of the economic policy of state regulation of

public passenger transport, as well as a set of methods and mechanisms for the formation of municipal economic policy for regulating public passenger transport and its implementation. Improvement of this policy can be ensured on the basis of implementation of a set of appropriate organizational and economic measures, it is necessary to develop a methodology for such assessment for their efficiency.

Conclusions and perspectives for further research. Based on the above, a conceptual approach to the formation and implementation of state and municipal policies on public passenger transport may be proposed, which includes the following main and fundamental points:

- economic policy in the field of state regulation of public passenger transport should be considered as an important part of the general state economic and social policy aimed at improving the quality of life of the population. City public transport will be presented both at the market and public sectors of the economy in this regard;

- the choice of social policy in its essence should be preceded by the modeling of its main characteristics and results, consequently, such models should be created and used in practice of state macroeconomic regulation;

- the formation and implementation of economic policies should be associated with the creating effective methods, procedures and mechanisms for the social and economic subsidies justification and setting effective transportation tariffs aimed at preserving and developing the public transport system, aligned with the development plans, as well as rational route management in

order to optimize them using a set of socio-economic constraints;

- enhancing the effectiveness of state regulation should be provided with the tax regulation of passenger transport enterprises and private carriers with effective legal mechanisms, as well as a number of organizational measures that ensure the certification of routes, monitoring transport processes and their financing from the budget, improving the mechanism and procedures for information support of economic policy formation processes and its implementation.

REFERENCES

1. Hrabelnykov V. A., Shevchenko O. V. (2013). Orhanizatsiia rehuliuвання systemoiu miskoho hromadskoho pasazhyrskoho transportu [Organization of regulation of the system of urban public passenger transport]. *Visnyk Donetskoi akademii avtomobilnoho transportu – Bulletin of the Donetsk Academy of Automobile Transport*, 4, 4–9 [in Ukrainian].
2. Dzhuhan V. O. (2018). Problemy yurydychnoi vidpovidalnosti za porushennia prava na bezoplatnyi proezd avto-transportom zahalnoho korystuvannia [Problems of legal liability for violation of the right to free travel by public transport]. *Derzhava ta rehiony. Serii: Pravo – State and regions. Series: Law*, 1 (59), 77–82 [in Ukrainian].
3. Zborovska O. M., Dyvinets O. L. (2016). Rozvytok pidpriemstv miskoho elektrychnoho transportu Ukrainy: problemy ta perspektyvy [Development of enterprises of urban electric transport of Ukraine: problems and perspectives]. *Investysii: praktyka ta dosvid – Investments: practice and experience*, 24, 24–27 [in Ukrainian].
4. Ilchenko D. A. (2017). Derzhavne rehuliuвання pasazhyrskoho avtomobilnoho transportnoho kompleksu [State regulation of the passenger automobile transport complex]. *Extended abstract of candidate's thesis*. Lviv: Tsent. spilka spozhyv. t-v Ukrainy, Lviv. torh.-ekon. un-t. [in Ukrainian].
5. Ilchuk V. P. (2015). *Kompleksnyi analiz transportnoi merezhi mista: systemno-analitychnyi pidkhid [Complex analysis of the city's transport network: a system-analytical approach]*. Kharkiv. S.A.M. [in Ukrainian].
6. Lukianov V. I. (2017). Rehionalni aspekty derzhavnoho rehuliuвання rozvytku zhytlovo-komunalnoho hospodarstva [Regional aspects of state regulation of housing and communal services development]. *Sotsialna ekonomika – Social economics*, 2, 120–124 [in Ukrainian].
7. Novikova A. M., Yashchenko T. M., Kovalchuk N. M., Leonov M. A. (2018). Finansuvannia hromadskykh posluh z perevezennia pasazhyriv – rivniania na yevropeyskyi riven yakosti [Financing public services on passenger transportation – the equation to the European level of quality]. *Avtozshliakhovyk Ukrainy – Roadster of Ukraine*, 2, 21–27 [in Ukrainian].
8. Rozporiadzhennia Kabinetu Ministriv Ukrainy “Pro skhvalennia Stratehii pidvyshchennia rivnia bezpeky dorozhnoho rukhu v Ukraini na period do 2020 roku” : vid 14 chervnia 2017, № 481-r [Order of the Cabinet of Ministers of Ukraine “On the approval of the Strategy for improving the level of road safety in Ukraine up to 2020” from June 14 2017, № 481-p]. *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/481-2017-%D1%80> [in Ukrainian].
9. Rovenchak T. H. (2013). Taryfna polityka – odyń iz napriamiv reformuvannia haluzi ZhKH [Tariff poli-

cy – one of the areas of housing sector reform]. *Suchasni tekhnologii, materialy i konstruksii v budivnytstvi – Modern technologies, materials and constructions in construction*, 1, 119–124 [in Ukrainian].

10. Stepanov V. Yu. (2016). Derzhavne rehuliuвання transportnoiu sferoiu [State regulation of transport sphere]. *Visnyk Natsionalnoho universytetu tsyvilnoho zakhystu Ukrainy. Seriya: Derzhavne upravlinnia – Bulletin of the National University of Civil Protection of Ukraine. Series: Public Administration*, 1, 97–103 [in Ukrainian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Грабельников В. А. Організація регулювання системою міського громадського пасажирського транспорту / В. А. Грабельников, О.В. Шевченко // Вісн. Донецької академії автомобільного транспорту. 2013. № 4. С. 4–9.
2. Джуган В. О. Проблеми юридичної відповідальності за порушення права на безоплатний проїзд автотранспортом загального користування / В. О. Джуган // Держава та регіони. Серія : Право. 2018. № 1 (59). С. 77–82.
3. Зборовська О. М. Розвиток підприємств міського електричного транспорту України: проблеми та перспективи / О. М. Зборовська, О. Л. Дивінець // Інвестиції: практика та досвід. 2016. № 24. С. 24–27.
4. Ільченко Д. А. Державне регулювання пасажирського автомобільного транспортного комплексу : автореф. дис. ... канд. екон. наук : 08.00.03 / Д. А. Ільченко; Центр. спілка спожив. т-в України, Львів. торг.-екон. ун-т. Львів, 2017. 20 с.
5. Ільчук В. П. Комплексний аналіз транспортної мережі міста: системно-аналітичний підхід : монографія / В. П. Ільчук. Харків. С.А.М. 2015. 367 с.
6. Лук'янов В. І. Регіональні аспекти державного регулювання розвитку житлово-комунального господарства / В. І. Лук'янов // Соціальна економіка. 2017. № 2. С. 120–124.
7. Новікова А. М. Фінансування громадських послуг з перевезення пасажирів – рівняння на європейський рівень якості / А. М. Новікова, Т. М. Яценко, Н. М. Ковальчук, М. А. Леонов // Автошляховик України: наук.-виробничий журн. 2018. № 2. С. 21–27.
8. Про схвалення Стратегії підвищення рівня безпеки дорожнього руху в Україні на період до 2020 року [Електронний ресурс] : Розпорядження Кабінету Міністрів України від 14.06.2017 № 481-р. Режим доступу : <https://zakon.rada.gov.ua/laws/show/481-2017-%D1%80>
9. Ровенчак Т. Г. Тарифна політика – один із напрямів реформування галузі ЖКГ / Т. Г. Ровенчак // Сучасні технології, матеріали і конструкції в будівництві. 2013. № 1. С. 119–124.
10. Степанов В. Ю. Державне регулювання транспортною сферою / В. Ю. Степанов // Вісн. Нац. ун-ту цивільного захисту України. Серія: Державне управління. 2016. Вип. 1. С. 97–103.

UDC: 351.759

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-175-184](https://doi.org/10.32689/2617-2224-2019-5(20)-175-184)

Porayko Ustym Nikolaevich,

Ph.D. student, Department of Regional Management, Local Self-Government and City Administration, National Academy for Public Administration under the President of Ukraine, 03057, Kyiv, Str. Antona Tse-dika, 20, tel.: +38 066 60-70-800, e-mail: u.porayko@gmail.com

ORCID: 0000-0002-6880-2718

Порайко Устим Миколайович,

аспірант, кафедра регіонального управління, місцевого самоврядування та управління містом, Національна академія державного управління при Президентові України, 03057, м. Київ, вул. Антона Цедіка, 20, тел.: +38 066 60-70-800, e-mail: u.porayko@gmail.com

ORCID: 0000-0002-6880-2718

Порайко Устим Николаевич,

аспірант, кафедра регіонального управління, місцевого самоуправління и управління городом, Національна академія державного управління при Президентові України, 03057, г. Киев, ул. Антона Цедіка, 20, тел.: +38 066 60-70-800, e-mail: u.porayko@gmail.com

ORCID: 0000-0002-6880-2718



THEORETICAL BASIS OF THE FORMATION OF EFFICIENT MACROECONOMIC POLICY AND EXTERNAL BORROWING MANAGEMENT SYSTEM IN UKRAINE

Abstract. This paper investigates the issues of the formation of mechanisms and instruments of state policy in the field of the development and implementation of programs of external borrowing and financial assistance to Ukraine in context of globalization.

The article shows the ways and methods for public administration of the formation of the development and implementation of programs of external borrowing and financial assistance to Ukraine in context of globalization.

It has been proved that public administration and its component which is state regulation towards external borrowing and financial assistance to Ukraine

are one of the most important aspects for public administration and management of the national economic system.

It has been determined that the importance of studying of the mechanisms for public administration of external borrowing and financial assistance is owing to the fact that it is one of the key elements of sustainable development of the national economy and an efficient approach for state formation in Ukraine. In general, insufficient scientific and theoretical development of managerial aspects of state policy making, mechanisms, tools (methods) in the sphere and implementation of external borrowing programs and financial assistance to Ukraine have led to the selection of the topic of the article and formed the directions for further research of this issue under conditions of globalization.

The further analysis has shown that since 2000 all the Programs of the Cabinet of Ministers of Ukraine, approved by the Resolutions of the Cabinet of Ministers of Ukraine, implement measures of an effective mechanisms of cooperation of the public administration authorities with donors and international organizations towards implementation of financial assistance to Ukraine.

It has been discovered that the science of public administration has a lack of scientific knowledge and studies of the management system in the field of formation and realization of external borrowings and financial assistance to Ukraine. A few scientific and theoretical developments of this issue could be found in the researches of specialists who changed their area of study from economics into the science of state administration.

It has been concluded that the main reasons for the increase in the external debt in 2018 of public and government guaranteed debt are budgetary financing through public borrowing, including by attracting funds from the European Union and the capitalization of new and old state-owned banks.

Keywords: public administration, public regulation, external debt and borrowings, financial assistance, globalization.

ТЕОРЕТИЧНІ ЗАСАДИ ФОРМУВАННЯ ЕФЕКТИВНОЇ МАКРОЕКОНОМІЧНОЇ ПОЛІТИКИ ТА СИСТЕМИ УПРАВЛІННЯ ЗОВНІШНІМИ ЗАПОЗИЧЕННЯМИ В УКРАЇНІ

Анотація. Досліджуються питання формування механізмів і інструментів державної політики в сфері розробки та реалізації програм зовнішніх запозичень і фінансової допомоги Україні в умовах глобалізації.

Розкриті шляхи та методи державного управління формування сфери розробки та реалізації програм зовнішніх запозичень і фінансової допомоги Україні в умовах глобалізації.

Доведено, що державне управління та його складова державне регулювання в сфері формування зовнішніх запозичень і фінансової допомоги Україні — одна з найважливіших проблем публічного управління та адміністрування в національній господарській системі.

Визначено, що необхідність дослідження механізмів державного управління зовнішніми запозиченнями та фінансової допомоги викликана його

важливістю як одного з провідних напрямів сталого розвитку національної економіки та ефективного шляху державотворення в Україні. В цілому, недостатня науково-теоретична розробка управлінських аспектів формування державної політики, механізмів, інструментів (методів) в сфері та реалізації програм зовнішніх запозичень і фінансової допомоги Україні зумовили вибір теми статті та сформували напрями подальших досліджень цієї проблематики за умов глобалізації.

Проведений аналіз засвідчив, що починаючи з 2000 року всі Програми діяльності Кабінету Міністрів України, які затверджуються Постановами Кабінету Міністрів України, впроваджують заходи дієвого механізму співпраці органів державного управління з донорами та міжнародними організаціями з питань реалізації фінансової допомоги України.

Проаналізовано та визначено, що конкретними дослідженнями системи управління в сфері формування та реалізації зовнішніх запозичень і фінансової допомоги Україні наука державне управління майже не займалась. Деякі науково-теоретичні розробки цієї проблеми можливо знайти в дослідженнях фахівців які прийшли до державного управління з економіки.

Обґрунтовано, що основні причини збільшення системою управління зовнішніми запозиченнями в 2018 році державного та гарантованого державою боргу — здійснення фінансування бюджету за рахунок державних запозичень, у тому числі за рахунок залучення коштів від Європейського Союзу та до капіталізації нових і старих державних банків.

Ключові слова: публічне управління та адміністрування, державне управління та регулювання, зовнішній борг і запозичення, фінансова допомога, глобалізація.

ТЕОРЕТИЧЕСКИЕ ОСНОВЫ ФОРМИРОВАНИЯ ЭФФЕКТИВНОЙ МАКРОЭКОНОМИЧЕСКОЙ ПОЛИТИКИ И СИСТЕМЫ УПРАВЛЕНИЯ ВНЕШНИМИ ЗАЙМАМИ В УКРАИНЕ

Аннотация. Исследуются вопросы формирования механизмов и инструментов государственной политики в сфере разработки и реализации программ внешних заимствований и финансовой помощи Украине в условиях глобализации.

Раскрыты пути и методы государственного управления формирования сферы разработки и реализации программ внешних займов и финансовой помощи Украине в условиях глобализации.

Доказано, что государственное управление и его составляющая государственное регулирование в сфере формирования внешних заимствований и финансовой помощи Украине — одна из важнейших проблем общественного управления и администрирования в национальной хозяйственной системе.

Определено, что необходимость исследования механизмов государственного управления внешними заимствованиями и финансовой помощи вызвана его важности как одного из ведущих направлений устойчивого развития национальной экономики и эффективного пути государства в Украине.

В целом, недостаточная научно-теоретическая разработка управленческих аспектов формирования государственной политики, механизмов, инструментов (методов) в сфере и реализации программ внешних заимствований и финансовой помощи Украине обусловили выбор темы статьи и сформировали направления дальнейших исследований этой проблематики в условиях глобализации.

Проведенный анализ показал, что начиная с 2000 года все Программы деятельности Кабинета Министров Украины, утверждаются Постановлениями Кабинета Министров Украины, внедряют меры действенного механизма сотрудничества органов государственного управления по динарами и международными организациями по вопросам реализации финансовой помощи Украине.

Проанализированы и определены, что конкретными исследованиями системы управления в сфере формирования и реализации внешних заимствований и финансовой помощи Украине наука государственное управление почти не занималась. Некоторые научно-теоретические разработки этой проблемы можно найти в исследованиях специалистов пришедших к государственному управлению по экономике.

Обосновано, что основные причины увеличения системой управления внешними заимствованиями в 2018 году государственного и гарантированного государством долга — осуществление финансирования бюджета за счет государственных заимствований, в том числе за счет привлечения средств от Европейского Союза и к капитализации новых и старых государственных банков.

Ключевые слова: публичное управление и администрирование, государственное управление и регулирование, внешний долг и заимствования, финансовая помощь, глобализация.

Problem statement. The current process of spreading globalization trends requires increasing attention both to the internal factors of fiscal and macroeconomic balancing and to the external influence on the economic growth of the national economic system. In addition, the external economic components and characteristics are directly related to the internal economic ones, namely macroeconomic regulation (balancing) requires rational and coordinated use of monetary, fiscal and structural policy instruments in the country.

In the current conditions of change of authorities and tools (instruments) of public administration and regulation to more public (transparent) mechanisms, the urgency of searching for fundamentally new theoretical foundations for forming an effective macroeconomic policy is enhanced, on the basis of which the welfare of the state as a whole social and economic organism in the context of management in the field of formation and implementation of external borrowing and financial assistance to Ukraine, which will be discussed in this article.

Analysis of recent research and publications. It should be noted that the science of public administration has a lack of scientific knowledge and studies of the management system in the field of formation and realization of external borrowings and financial assistance to Ukraine. A few scientific and theoretical developments of this issue could be found in the researches of specialists who changed their area of study from economics into the science of state administration — V. Vakulenko, V. Vorotin, N. Chala, O. Kilievich, V. Kuybida, V. Martynenko, V. Yurchishin and others. However, these issues are not well researched in the scientific literature on public administration and hence there is an importance of engaging in conducting of a comprehensive study towards the issue of public administration reform, in particular systematic analysis of features, determination of the main directions of increasing the effectiveness and efficiency of the management system in the field of formation and realization of external borrowing and financial assistance to Ukraine.

The purpose of the article. In the current conditions of changing approaches and methods of management, the purpose of the paper is to clarify the interpretation of the concepts of “management of external borrowing”, “public management in the field of financial assistance”, “management mechanisms” and “public management in the field of external and internal borrowing” as economic and managerial categories, the definition of which is related to the use of modern methods for public administration in the country.

Statement of basis materials. The globalization of economical, political,

cultural and other social relations has sharply posed the problem of finding an effective system of regulation of the entire set of these closely interdependent relations, in particular in the context of formation and realization of external borrowings and financial assistance to Ukraine. Such a challenge has recently emerged from the science and practice of government regulation. For many years, the basis for the prosperity of national economies has been natural resources, inextricably linked to a particular territory [1, p. 240]. Development under conditions of global transformation of economic relations is carried out by means of state regulation. The state is given a leading role in creating economic incentives for economic operators' interest in economic growth, guarantees for political, economic, defense, and environmental security.

State regulation of the economy which is the influence of the state in face of state institutions on economic processes, is carried out, as a rule, within the limits of state economic policy, in particular fiscal and borrowing. In a market-based society, economic activity is free and depends on the overall economic process, which in turn is subject to some state regulation and requires financial support.

Economic development of a country, formation of an effective social and economic system, organization of management and management of the economy can be successful when all transformations contradict objective economic rules. In this regard, a rational combination of the influence of the market mechanism and government regulation plays an important role in economic growth, enhancement of

competitiveness, development of each country.

Expansion of functions of a state in modern conditions of management with unconditional preservation of market freedoms, institutions, mechanisms is largely determined by the complication of transformation of social and economic processes. A number of fundamental problems cannot be effectively resolved only through market mechanisms. For example, in Ukraine, this concerns the development and strengthening of the agricultural sector, which is one of the key sources of economic growth and the solution of problems related to global changes in the domestic economic system.

The most common requirement for the validity of state policy, and economic policy in particular, is its responsibility to the civilization process, its main trends. Moreover, its effectiveness is determined by the level of realization of these trends and processes. From that point of view, Ukraine's macroeconomic policy should be shaped by the effects of global transformations using financial mechanisms.

It is known that a post-industrial revolution which is unique in terms of transformation. Today, it is no longer possible to train a highly qualified specialist in various fields without knowledge of the theory of state regulation in post-industrial society, including in the field of government borrowing and financial support.

V. Vorotin notes that in the 21st century the main issues in the world economy are global, transformational, integration, economic, financial and monetary problems. The process of globalization in the world economy are

forcing scientists to seek the answers to the question: what role should the state play? What should be the main areas of state regulation? For the current condition of state regulation of economic processes in Ukraine is characterized by dismantled centralized planning and slow implementation of indicative (advisory) planning and market reforms. A number of changes has been done in the years of transformation of Ukrainian economy into a market economy, however, obviously still not enough to build one.

Ukraine, like other former Soviet Union states, has embarked on a deep transformation crisis when it began its transition to a market economy. Ukraine had to decide which type of a market economy should be built, whether a copy of the market economy established in developed economies, or to create a market economy scheme similar to 20th century? This is due to the considerable effort, a lack of time and overcoming theoretical difficulties [2, p. 3].

From the economic point of view, for the first eight months of 2018 the volume of government and government guaranteed debt decreased by 1,2 % (by UAH 25 billion) – to UAH 2,1 trillion. The decrease in government and government guaranteed debt could be explained by the gradual recovery of economic activity and the negative balance of debt financing operations (a significant delay in the resumption of financing from the International Monetary Fund and as a result of non-receipt of other planned official financing, including from the European Union and the World Bank).

It should be noted that according to the State Budget Schedule in the first

half of 2018, the Ministry of Finance of Ukraine planned to attract UAH 139 billion to the General Fund of the State Budget (UAH 83 billion — internal and UAH 56 billion — external borrowings). The borrowing plan was fulfilled by 60 % — UAH 84 billion was attracted to the domestic market during the period. In the first half of the year, public debt was repaid by UAH 104,8 billion (including UAH 81 billion of domestic debt and UAH 24 billion of external debt). The negative balance of borrowings was UAH 20,8 billion.

Total volume of repayments of public debt in the first half of 2018 was UAH 160,1 billion. Government debt expenditures accounted for 12,1 % of total public budget expenditures, compared with 14,4 % in the first half of 2017. However, the share of public debt payments in budget expenditures (which include budget expenditures, loans, debt repayments and securities purchases) has increased: from 20 % in the first half of 2017 to 28,3 % in the first half of 2018.

As of August 31, 2018, the public and publicly guaranteed debt of Ukraine reached UAH 2117 billion (or \$ 74,85 billion), including: public and publicly guaranteed external debt — UAH 1344 billion (63,5 % of the total public and guaranteed debt) government debt), or \$ 47,54 billion; government debt and government guaranteed domestic debt — UAH 772,3 billion (36,5 %) or USD 27,3 billion.

The national debt of was UAH 1830 billion (86,5 % of the total amount of public and government guaranteed), or \$ 64,71 billion. Public external debt amounted to UAH 1071 billion (50,6 % of the total amount of public and go-

vernment guaranteed), or \$ 37,87 billion. State internal debt was UAH 759 billion (35,9 % of the total amount of government and government guaranteed debt), or USD 26,8 billion.

Government guaranteed debt was UAH 286,8 billion (13,5 %), or USD 10,14 billion, including: guaranteed external debt — UAH 273,6 billion (12,9 %), or USD 9,67 billion; guaranteed domestic debt — UAH 13,2 billion (0,6 %) or USD 0,47 billion.

The significant decrease in public debt in 2018 is due to the fact that Ukraine has made several payments to repay the IMF's principal debt to the amount of 111,5 million Special Drawing Rights (hereinafter — SDRs), in particular: February 05 — 257,25 million SDRs; March 02, 2018 — SDR 114,33 million; May 04, 2018 — 257,25 million SDRs; 01 June 2018 — 114,33 million SDRs; August 03, 2018 — 257,25 million SDRs; August 31, 2018 — 114,33 million SDRs.

In the conditions of non-fulfillment of the plan of external borrowings in the estimated amount of USD 2,5 billion in 2018, including the non-receipt of tranches from IMF loans, the main focus in government borrowing policy was on Ukraine's domestic government bonds. One of the consequences of not fulfilling the external borrowing plan is the private placement of bonds for approximately USD 720 million in August with high yields (9,2 %) and a significant increase in yields on domestic currency and UAH borrowings. This private placement was driven by the need to fulfill debt service payments without reducing reserves.

With regard to the dynamics of the ratio of public debt to GDP, since 2013

in Ukraine the growth of public debt has outpaced the growth rate of gross domestic product. This is what we see in Table.

It is agreed with the view of experts from the A. Razumkov Center, that the main trend of the last years in the world economy is the undisguised manifestation of state protectionism in a national economy. The challenge is to reach a balance between two major trends: the spread of free economic development and trade and state protectionism. This is reflected in the economic policies pursued by Donald Trump in the United States, the United Kingdom withdrawal from the European Union and the referendum in Spanish Catalonia [3, p. 44]. As long as Ukraine is affected by military aggression from Russia on the eastern border, complicating political relations with Hungary, Romania, the country must develop its own regulation system towards external borrowing programs and financial assistance to Ukraine.

It should be noted that in August 22, 2018, the Cabinet of Ministers of Ukraine adopted the Resolution on Approving the Medium-Term Government Debt Management Strategy for 2018–2020, which replaces the Medium-Term Government Debt Mana-

gement Strategy for 2017–2019, approved by the Government of Ukraine in December 2017. The strategy aims to reduce the debt ratio to 60 % in 2018, to 52 % in 2019 and to the level not exceeding 49 % of GDP by the end of 2020.

According to experts, the main reasons for the increase in the external debt management system of public and government guaranteed debt is the implementation of financing the state budget through public borrowing, including by attracting funds from the European Union and the capitalization of PJSC “State Export-Import Bank of Ukraine”, PJSC “State Savings Bank of Ukraine” and PJSC “PRYVATBANK”, moreover, the devaluation of the national currency, which exchange rate for the US dollar rose from 27,2 UAH / USD by the end of 2016 to 28,1 UAH / USD by the end of 2018.

It should be mentioned that the indicator of the efficiency of public borrowing (as well as debt policy in general) is the dynamics of their value. The increase in the average weighted interest rate on government bonds in 2018 was driven by a significant decrease in MFI loans and limited access to external markets. A major problem with public borrowing is the high cost of

Dynamics of Government Debt to GDP Ratio

	Government Debt and Government Guaranteed Debt, billion UAH	GDP, billion UAH	Public debt / GDP
31.12.2014	584	1455	40,1%
31.12.2015	1101	1587	69,4%
31.12.2016	1572	1989	79,0%
31.12.2017	1930	2385	80,9%
31.12.2018	2142	2983	71,8%

* The table was built according to the NBU for 2019.

borrowing resources and the prospect of its growth, given the expectations of the structural liquidity gap of the banking system in 2019.

The recent external borrowings contributed to the exchange rate stabilization of the Ukrainian national currency and made it possible to increase Ukraine's international reserves [4]. Attracting external borrowing in the short term period positively affects the parameters of the national monetary policy, moreover, the increase in supply in the foreign exchange market could be considered as a factor for exchange rate stabilization of the UAH. Given that exchange rate dynamic is a significant factor which affects inflation expectations and inflation imports, it could be stated that external borrowing also contains operational anti-inflation potential, which, in the context of inflationary management, enhances the NBU's ability to pursue a flexible monetary policy which further could be favourable for the economy growth.

Taking into account that the medium and long term external borrowing may lead to the increase in the outflow of foreign debt in the form of debt service repayments, which according to the experience of many countries (including Latin America), might have a negative impact on the balance of payments and, consequently, the exchange rate [5]. Furthermore, the devaluation increases the amount of external debt when it is converted into the national currency of Ukraine and increases the external debt service.

Conclusions and suggestions for future research. To conclude, it has to be noted that the problems of forming an effective state policy in the field of

forming and implementing programs of external borrowing and financial assistance to Ukraine needs urgent solution. These issues must be resolved under the conditions of real coordination of fiscal and monetary policy in Ukraine and require additional measures for macroeconomic stabilization and coherence of budgetary and monetary policy.

The research findings indicate that, given the real improvement of external borrowing mechanisms and assistance to Ukraine, the NBU was forced to use monetary policy instruments to compensate for cyclical (annual) liquidity fluctuations caused by the irregularity in the monetary and monetary execution of regular currencies.

In such a situation, and in order to improve the quality of borrowing management and fiscal and monetary policy coordination, the National Bank should adhere to its obligation to avoid any form of fiscal dominance, including direct or indirect support for budget expenditures, influence the improvement of regulation of external borrowing.

External borrowing contributes to the formation of a “depressive trap” since removed fiscal means for servicing and repaying money are lost to the internal market, which acts as a brake factor for the economy, exacerbating fiscal policy brakes. The share of GDP used to repay and service external debt is removed from productive use for the development of the national economy.

REFERENCES

1. Vorotin V. (2002). Makroekonomichne rehuliuвання v umovakh hlobalnykh transformatsii [Macroeconomic regulation in the context of

- global transformations], — UADU, 392 [in Ukrainian].
2. Yurchyshyn V. (2018). Hlobalni tendentsii i perspektyvy: svitova ekonomika ta Ukraina [Global trends and prospects: the world economy and Ukraine], — Kyiv: Zapovit, 202 [in Ukrainian].
 3. Vorotin V., Romanenko Y., Shchokin R., Pivovarov K. (2018). Improving the organizational and legal mechanism of state economic management: the european experience for ukraine. *Financial and credit activity: problems of theory and practice*, 3 (26), 368–376 [in Ukrainian].
 4. Makohon Y., Lukianenko D. (2009). Mizhnarodni stratehii ekonomichnoho rozvytku [International Economic Development Strategies]. — Kyiv: Osvita Ukrainy, 420 [in Ukrainian].
 5. Vorotin V., Prodanyk V. (2019). Vid rehulatoroi polityky do derzhavno-pryvatnoho partnerstva v publichnomu sektori Ukrainy [From Regulatory Policy to Public-Private Partnerships in Ukraine's Public Sector]. *Naukovi zapysky Instytutu zakonodavstva Verkhovnoi Rady Ukrainy*, 1, 95–102 [in Ukrainian].
- ## СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ
-
1. Воротін В. Є. Макроекономічне регулювання в умовах глобальних трансформацій: монографія. К: Вид-во УАДУ, 2002. 392 с.
 2. Глобальні тенденції і перспективи: світова економіка та Україна / наук. ред. В. Юрчишин. Київ: Заповіт, 2018. 202 с.
 3. Vorotin V. Ye., Romanenko Ye. A., Shchokin R. G., Pivovarov K. V. (2018). Improving the organizational and legal mechanism of state economic management: the european experience for ukraine // *Financial and credit activity: problems of theory and practice*. 3 (26). 368-376 p.
 4. Міжнародні стратегії економічного розвитку: підручник / Ю. В. Макогон, Д. Г. Лук'яненко та ін. Київ: Освіта України, 2009. 420 с.
 5. Воротін В. Є., Проданик В. М. Від регуляторії політики до державно-приватного партнерства в публічному секторі України / В. Є. Воротін, В. М. Проданик // Наук. зап. Ін-ту законодавства Верховної Ради України, 2019. № 1. С. 95–102.

UDC: 338.43+338.24

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-185-197](https://doi.org/10.32689/2617-2224-2019-5(20)-185-197)

Romanenko Yevhen Oleksandrovykh,

Doctor of Science in Public Administration, Professor, Honored Lawyer of Ukraine, President of the Ukrainian Assembly of Doctors of Science in public administration, vice-rector, Interregional Academy of Personnel Management, 03039, Kyiv, Str. Frometivska, 2, tel.: (044) 264-52-54, e-mail: poboss1978@gmail.com

ORCID: 0000-0003-2285-0543



Романенко Євген Олександрович,

доктор наук з державного управління, професор, Заслужений юрист України, Президент Всеукраїнської асамблеї докторів наук з державного управління, Проректор, Міжрегіональна Академія управління персоналом, 03039, м. Київ, вул. Фрометівська, 2, тел.: (044) 264-52-54, e-mail: poboss1978@gmail.com

ORCID: 0000-0003-2285-0543

Романенко Евгений Александрович,

доктор наук по государственному управлению, профессор, Заслуженный юрист Украины, Президент Всеукраинской ассамблеи докторов наук по государственному управлению, проректор, Межрегиональная Академия управления персоналом, 03039, г. Киев, ул. Фрометовская, 2, тел.: (044) 264-52-54, e-mail: poboss1978@gmail.com

ORCID: 0000-0003-2285-0543

AGROCLUSTERS – INNOVATIVE FORM OF DEVELOPMENT OF RURAL TERRITORIES OF UKRAINE

Abstract. Globalization, European integration, the strengthening of international competition as a result of the rapid pace of scientific and technological progress and the intensification of innovation processes require new approaches to the socio-economic development of our country in general and of individual branches of its economy, in particular, agro-industrial complex.

Clusters in the world have been around for a long time. Cluster strategies have become widespread in developed countries of Europe, Asia, America. The agrarian cluster, which is the organizational and legal form of the enterprise, provides for the creation on a limited territory of the principles of partnership, cooperation and

specialization of associations, peer-to-peer agricultural companies, agricultural production cooperatives and other enterprises with the preservation of economic and legal independence, where competition is the driving force behind innovation development.

Compared to the world in Ukraine, clusters are something new. However, Chilean wine, Bavarian cars, the Silicon Valley in the US, and the sugar cane in Brazil are all examples of clusters that have thousands in the world. There are more than 2000 clusters in the EU. In the United States, in the early 2000s, 57 % of the country's full-time job was employed in clusters, and their share in GDP was 61 %. Cluster development programs have over 75 countries.

The practical component of the cluster's creation in Ukraine is complicated by the legislative framework, or rather, its absence. Despite the fact that local and national authorities constantly support the introduction of a cluster approach, virtually any regulatory regulation of the creation and operation of clusters is lacking, as are the lack of financial instruments for state support to clusters. While in countries where clusters operate successfully, 50–70 % of the cluster budget is filled with funds from local and state cluster development support programs. That is why it is difficult for Ukrainian clusters to get started, hoping only for their own strength and support for international technical assistance programs.

Keywords: agroindustrial complex (APC), potential, innovative territorial cluster, cluster policy, competitiveness.

АГРОКЛАСТЕРИ – ІНОВАЦІЙНА ФОРМА РОЗВИТКУ СІЛЬСКИХ ТЕРИТОРІЙ УКРАЇНИ

Анотація. Глобалізація, євроінтеграція, посилення міжнародної конкуренції в результаті стрімких темпів розвитку науково-технічного прогресу й активізації інноваційних процесів вимагають нових підходів до соціально-економічного розвитку нашої держави загалом та окремих галузей її економіки, зокрема АПК.

Кластери у світі існують вже давно. Кластерні стратегії набули великого поширення в розвинених країнах Європи, Азії, Америки. Агрокластер як є організаційно-правовою формою підприємства, передбачає створення на обмеженій території на принципах партнерства, кооперації та спеціалізації асоціацій, рівноправно-господарюючих агрофірм, сільськогосподарських виробничих кооперацій та інших підприємств зі збереженням господарської та юридичної самостійності, де рушійною силою інноваційного розвитку виступає конкуренція.

У порівнянні зі світом в Україні кластери — це щось нове. Однак чилійське вино, баварські автомобілі, Силіконова Долина в США, цукрова тростина в Бразилії — це все приклади кластерів, яких у світі налічується тисячі. На території ЄС більше 2000 кластерів. У США ще на початку 2000-х років в кластерах було задіяно 57 % всього працездатного потенціалу країни, а їх частка у ВВП становила 61 %. Програми з розвитку кластерів мають більше 75 країн світу.

Практичну складову створення кластера в Україні ускладнює законодавча база, точніше її відсутність. Попри те, що органи влади на місцевому і національному рівні постійно висловлюють підтримку запровадженню кластерного підходу, фактично будь-якого нормативного регулювання процесу створення і роботи кластерів немає, як і відсутні фінансові інструменти державної підтримки роботи кластерів. У той час, як у країнах, де кластери успішно функціонують, 50–70 % бюджету кластеру наповнюється саме коштами місцевих і державних програм підтримки розвитку кластерів. Саме тому українським кластерам важко розпочати роботу, доводиться сподіватися лише на власні сили і підтримку міжнародних програм технічної допомоги.

Ключові слова: агропромисловий комплекс (АПК), потенціал, інноваційний територіальний кластер, кластерна політика, конкурентоспроможність.

АГРОКЛАСТЕРЫ – ИННОВАЦИОННАЯ ФОРМА РАЗВИТИЯ СЕЛЬСКИХ ТЕРРИТОРИЙ УКРАИНЫ

Аннотация. Глобализация, евроинтеграция, усиление международной конкуренции в результате стремительных темпов развития научно-технического прогресса и активизации инновационных процессов требуют новых подходов к социально-экономического развития нашего государства в целом и отдельных отраслей ее экономики, в частности АПК.

Кластеры в мире существуют уже давно. Кластерные стратегии получили большое распространение в развитых странах Европы, Азии, Америки. Агрокластер которая является организационно-правовой формой предприятия, предусматривает создание на ограниченной территории на принципах партнерства, кооперации и специализации ассоциаций, равноправно-хозяйствующих агрофирм, сельскохозяйственных производственных коопераций и других предприятий с сохранением хозяйственной и юридической самостоятельности, где движущей силой инновационного развития выступает конкуренция.

По сравнению с миром в Украине кластеры — это что-то новое. Однако чилийское вино, баварские автомобили, Силиконовая Долина в США, сахарный тростник в Бразилии — это все примеры кластеров, которых в мире насчитывается тысячи. На территории ЕС более 2000 кластеров. В США еще в начале 2000-х годов в кластерах было задействовано 57 % всего трудоспособного потенциала страны, а их доля в ВВП составляла 61 %. Программы по развитию кластеров имеют более 75 стран мира.

Практическую составляющую создания кластера в Украине усложняет законодательная база, точнее ее отсутствие. Несмотря на то, что органы власти на местном и национальном уровне постоянно выражают поддержку внедрению кластерного подхода, фактически любого нормативного регулирования процесса создания и работы кластеров нет, как и отсутствуют финансовые инструменты государственной поддержки работы кластеров. В то время, как в странах, где кластеры успешно функционируют, 50–70 % бюджета кластера

наполняется именно средствами местных и государственных программ поддержки развития кластеров. Именно поэтому украинским кластерам трудно начать работу, приходится надеяться только на собственные силы и поддержку международных программ технической помощи.

Ключевые слова: агропромышленный комплекс (АПК), потенциал, инновационный территориальный кластер, кластерная политика, конкурентоспособность.

Problem statement. Ukraine has ample opportunities for the effective realization of its agrarian potential, in particular, favourable natural resource conditions, good geographical location, and age-old traditions of agriculture. But the potential of the agrarian sector is currently not used sufficiently, in particular, the inappropriate use of material, financial and labour resources, the extensive nature of agricultural development, and the unsatisfactory level of innovation activity are a brake on increasing production, productivity and efficiency. This creates threats to the country's economic security, related to the decline in the level of food supply of the population, the slow pace of investment and innovation development and the build-up of structural imbalances in the economy. Neutralization of threats requires the formation of the foundations of modern agricultural policy, the measures of which would allow the disclosure and fully exploit the competitive advantages of the agrarian sector of the economy, including in the context of European integration of Ukraine.

This, in turn, requires the implementation of sound steps aimed at carrying out structural reforms in the field of agriculture and increasing the competitiveness of agro-food products

in the domestic and foreign markets, as well as adapting the agrarian sector of the economy to the new conditions taking into account the possible risks that will arise as a result of liberalization of foreign trade relations with European countries. An important role in the formation and implementation of agrarian potential belongs to state policy, which is implemented through the mechanism of state regulation of the agrarian sector of the economy [1].

Cluster development as a factor of increasing the national and regional competitiveness of individual rural areas and AIC in general may become a hallmark of the mechanism of adaptation of the agrarian sector of the economy to the requirements of European structures, adding certainty in the process of implementing the agrarian model of the EU in Ukraine to the modern innovative economy.

Analysis of recent researches and publications. The issue of the development of the agrarian sector and the foundation of cluster associations in the field of industry, tourism and agro-industrial production are raised in the works of such domestic and foreign scholars namely: M. M. Zaverach, N. M. Chupryna, V. V. Bakhum, O. M. Vyshnevskaya, I. Yu. Hryshov, Ye. V. Dorzhiev, V. M. Rusan, O. V. Sob-

kevych, A. D. Yurchenko, V. H. Tkachenko, V. I. Bohachov, Ye. Halves-Nohalez, Kh. Irshad and others.

Despite the substantial theoretical and methodological advances, today in the domestic agro-industrial sector no significant positive tendencies have been achieved in the development of cluster entities.

The purpose of the article is the definition of conceptual foundations for the development of cluster entities as an organizational and economic basis for increasing the national and regional competitiveness of individual rural areas and AIC in general.

Presentation of the main material. The weak effectiveness of the mechanisms of state regulation of agrarian reforms, begun in the early 90's of the 20th century, led to the destruction of the existing system of agricultural production, the reduction of the efficiency and productivity of agrarian labour, the inefficient use of the land-resource potential of the village and, as a result, virtually complete loss of innovation the potential of the entire agro-industrial complex (AIC). Aggravation of competition in the domestic and world markets of agro-industrial products, the complication of the modern investment climate, and low level of readiness of the domestic agrarian sector of the economy to the conditions of European integration require revision of the existing approach to the definition of state priorities of AIC innovation development, which is of fundamental importance for the further development of the Ukrainian economy.

The practice of the transition economy of the first years of Ukraine's independence showed that institutional

transformations were often delayed in comparison with the objective course of the transformation processes. Certain negative social consequences of market reforms were largely due to the imperfection of the economic and legal framework of management. Liberal approaches in the process of reforming the domestic economy were used in the absence of their own ideas about the logic of market transformations, that is, borrowing foreign experience and importing a market economy model into a local unprepared economic basis, which lacked the relevant institutional conditions. They tried to reduce the path to capitalism, creating a market economy without fundamental institutions, and institutes without a fundamental infrastructure [2].

The development of the domestic economy depends to a large extent on the results of complex co-evolutionary processes of adaptation of new technologies to the economic environment, including the technologies of managing innovation processes in economic systems. The improvement of the management system for AIC economic development of the is characterized by a combination of the influence of both agricultural and processing enterprises and other participants of the investigated complex on factors of production and infrastructure provision from a single coordination centre of management taking into account the priorities of regulation of innovation development. It should be noted that the agrarian sector has a number of features that affect the formation of its potential. The development of the agrarian sector is related to the biogeographic environment and depends on the natural and

climatic conditions. This is primarily due to the use of land as a specific means of production, its fertility and location. The specificity of the land as an instrument of labour is that it is also the subject of labour at the same time. Unlike industry, the process of agricultural production involves not three, but four resources: fixed assets and working capital, living labour and land, while land in the agricultural sector is the main means of production, while it is spatial basis in other sectors (except mining) only. As a basic means of production, the land requires its reproduction on an expanded basis, which generates a number of specific problems related to the conservation, rational use and increase of soil fertility.

The peculiarities of the agrarian sector include seasonality of production, which affects the organization of work in this area, predetermines the peculiarities of sales of products and cash inflows. The interval between the working period and the results in agriculture significantly affects the formation of incomes of workers in this area, since the final amount of such income becomes known after the sale of agricultural products only. Agrarian enterprises operate in conditions of high risk and uncertainty. The reason for this is that the economic reproduction process is interwoven with the natural process of growth and development of living organisms that develop on the basis of biological laws. The agrarian sector is a lending industry that requires additional financial resources, primarily in the form of short-term loans to provide operational activities. This is due to the existence of a significant seasonal gap between working capital investments

and income generation. The low level of logistics, the application of imperfect technologies in both crop and livestock production is negatively reflected in the indicators of efficiency and productivity of production. Today agricultural production in Ukraine is low-yield; its profitability is about 30 % [3].

A significant reason for the low prices and profits of agricultural producers is their inability to effectively carry out export supplies. Among the reasons that restrain the output of domestic commodity producers to the external market are the following: monopolization of the secondary market of strategically important types of agricultural products; lack of financial resources for export operations; lack of proper information support and monitoring of the external market; and the lack of qualified specialists in the field of conducting foreign economic operations [4].

The development of rural areas in Ukraine is hampered by the insufficient level of development of public administration. A huge number of factors affect the decision of agricultural problems. Strategic development of agricultural areas is important, among them, which includes the following: creation of a capable local government institution; and creation of preconditions for development of entrepreneurship in the countryside. This makes it necessary to look for innovative approaches to the organizational and economic mechanisms for managing technological processes in AIC. Cluster integration structures may become an effective form in unstable and crisis conditions.

Successful years of experience in the world confirms the vitality and practical value of the M. Porter cluster the-

ory, according to which a group of related companies and institutions that cooperate and complement each other can significantly strengthen national and regional competitiveness on the world market [8]. Numerous empirical studies have shown that the average wage and employment in clustered regions significantly exceed those of areas where such formations are not available [5]. As a result, clustering of the economy has become a global tendency that has embraced developed countries (the USA, Canada, and the EU countries), new industrialized countries (China, India, Mexico, and Indonesia) and transition economies (Hungary, Slovenia, Russia, and Kazakhstan, etc.).

In the scientific literature, various approaches to the definition of the term '*cluster*', which are based on the concept of Porter, can be found either in developing or criticizing the theoretical positions laid down in its basis. In our view, the rather complete interpretation of this concept is formulated by the United Nations Industrial Development Organization (UNIDO): '*Clusters are the union of enterprises by industry and geographical features that produce and implement a wide range of interrelated and(or) complementary products, while acquiring new opportunities for development and new risks*' [6, p. 9]. This definition emphasizes the following two despite features of cluster formations, namely: (1) clusters are formed with a critical mass of businesses located in geographic proximity to each other; (2) enterprise cluster differ in a number of characteristics (the presence of shared needs and interests, interdependence and complementarity, creative approach, innovation, focus on

a particular segment of consumers and use a single infrastructure, etc.) [6].

The founder of innovative clusters is considered to be the American Silicon Valley, on which territory there are about 87 thousand companies, 40 research centres and dozens of universities, the largest of which is Stanford University. Between the university and the private sector, there is a constant exchange of information and 'charged' with innovative people. Serving a cluster of about one-third of American venture firms (180 companies), 47 investment and 700 commercial banks, which in one way or another finance the activities of companies. Such an innovation activity allowed the Silicon Valley to become a leader in national exports, accounting for 40 % of California's export trade. Throughout the world, techno regions are trying to replicate the success of the Valley, up to the imitation of the names: Silicon Plateau in Bangalore (India), Silicon Island in Taiwan and Silicon Valley in Israel.

World practice shows that in the last two decades, the cluster formation process has been quite active. In general, according to experts, to date clusterization has covered about 50 % of the economies of the leading countries of the world [7].

In the US, over half of the clusters work, and the share of GDP produced in them has exceeded 60 %. In the EU, there are more than 2 thousand clusters, which employ 38 % of its workforce.

Back in 2012, the US National Research Council published a report where much more attention was paid to cluster policy, and it was emphasized not only as a measure of regional development. The report noted that the

emergence of cluster policy at the federal level in the United States became a reaction to the crisis in 2008. For the first time, the notion of cluster policy came into force, namely the America Competes Act, in 2010. It, in particular, the Department of Commerce of the United States places the selection of competitive grants for innovative regional clusters, and the creation of research and information programs for the development of regional innovation strategies [8].

Danish, Finnish, Norwegian and Swedish industries are fully covered by clustering. So, Finland, whose economic policy is based on clustering, occupies leading positions in global competitiveness ratings during 2000s. Due to high productivity clusters, this country, having only 0,5 % of the world's forest resources, provides 10 % of world exports of wood processing products and 25 % paper. In the telecommunications market, it provides 30 % of the world's mobile communications equipment exports and 40 % mobile phones.

Italy's industrial clusters account for 43 % of the employment in the industry and more than 30 % of national exports. Cluster structures in Germany (chemistry and engineering), in France (food production, cosmetics) are operating successfully.

The process of forming clusters is actively taking place in the Southeast Asia and China, in particular, in Singapore (petrochemicals), in Japan (automotive) and in other countries. In China today, there are more than 60 special cluster zones, in which there are about 30 thousand firms with a staff of 3,5 million people and a sales volume of about \$ 200 billion for a year.

Analysing global clustering experience, we cannot fail to note the tendencies of the development of an increasing number of international clusters, including beyond the boundaries of individual regions. So, for example, many clusters those have the status of European, look for to reach the international level. This mainly concerns international and cross-border projects. An example is the Biotech Valley, which unites clusters in France, Germany and Switzerland, resulting in a strong synergistic effect. The French pharmaceutical cluster through Louis Pasteur University collaborates with the Invivo Canadian cluster operating in Montreal. The goal of such cooperation is to find prospective markets in North America and Europe for these clusters. As concrete examples of the successful application of the cluster approach to increase and improve the level of implementation of the AIC potential, the activities of cluster associations in Canada can be initiated. The latest trend in this country is an active formation of clusters, which combine traditional agroindustrial complex structure with enterprises, which specialize in tourism, information and communication technologies, the production of renewable sources of energy, and nanotechnology, etc. There are currently eleven similar locations, including the following: biopharmaceutical cluster in Montreal; agricultural biotech cluster in Saskatoon; agrotourism cluster of Alberta; cluster of natural healing technologies in Ontario and others.

Today, farmers' associations have a steady, advanced position in agribusinesses in Japan, European and North American countries. Developing in ma-

ny spheres of AIC, they are the largest producers and suppliers of agricultural products within national and international agrarian markets. In the US and Canada, farmers' associations, in which 30–40 % of farmers take part, have become serious competitors for large agribusiness firms. Practically the whole peasantry is involved in such forms of organization and it holds leading positions in solving the food problem in Japan. Clustering in these countries was initiated by the state, which is why the clusters received support through the formulation of legislation regulating their activities, tax breaks, subsidies and targeted development programs.

At the state level, support for such initiatives includes: the creation of specialized research infrastructure, the provision of highly skilled personnel, organizational support for the creation of new firms and their expansion, promotion of external relations and partial resource support [6, p. 9–12].

There are also world-known clustered agribusinesses in Poland (fruit and vegetable and agro-tourism), cheese-making clusters in Ecuador, Peru and Mexico, a nut cluster in Brazil, a South Wisconsin Wine Cluster, a cluster for producing various foods in South-East Ohio, a vermouth cheese cluster, a poultry biotech cluster (USA), a flower clerk in Holland, an oil and seed cluster in Argentina, and others.

In parallel with active advancement at different levels and already real examples of cluster associations, there is still ambiguity surrounding this issue. Mainly because of the poor awareness of farmers about clusters. Ukrainian farmers, often due to the negative historical

experience of the association, are somewhat biased towards the proposals of joint activities and do not understand their individual benefits in this form of work. The cluster is also a new and less commonplace concept in the Ukrainian agrarian region; therefore there is a share of distrust and scepticism among farmers.

What is the cluster different from co-operation? This issue is unclear for most farmers. The cooperative is an integration association with horizontal ties. That is, in such a form manufacturers of the same type are united in order to minimize production costs, to make larger batches and, accordingly, to obtain a higher price.

The cluster is an association where other structures, organizations, institutions, and experts are added to the horizontal integration of the producers. This is a much more complex form of association. It is about those who are involved in various activities in the activities of farmers and may be useful along the whole chain of production and sale of products. This is the vertical ties. These include suppliers of resources and raw materials, components and equipment; those who are engaged in processing, packaging and labelling of products; transport and logistics companies; and wholesale and retail distribution networks. Supporting integration ties are associations with institutions and organizations that help the sector to develop: government agencies, educational and scientific institutions, banking and insurance institutions, development agencies, specialized media, consulting companies or individual consultants and community organizations, etc. Hence, the cluster is

a much wider association, and the cooperative can be its member [9].

In the conditions of European integration of Ukraine, it's time not only understanding but also the ability to apply and use new models of economic management, the choice of directions for increasing the competitive strength of territories, regions, regions, taking into account trends in the development of competitive regions and opportunities for cooperation between them. There are already several agro clusters in Ukraine that demonstrate great success in the development, quickly switching from the production of raw materials for the release of products with a profound level of processing. According to the Unified State Register of Legal Entities, Individuals-Entrepreneurs and Public Formations, 10–12 clusters can be counted only. However, there are also so-called informal clusters. In addition, the cluster can be registered but does not actually operate. The most active regions in the development of clusters experts call the Kyiv, Zakarpattia, Zaporizhzhia and Kharkiv oblasts. And the best examples of clusters in Ukraine in recent times are the Ukrainian Food Valley, Agro Food Cluster Kharkiv and Ukrainian Organic Cluster. However, the only conscious foundation of clusters will make it possible to fully utilize and ensure the competitive advantages of clusters. The cluster approach allows AIC companies to focus on the area of activity and technology that has some success and experience. Companies will also benefit from synergy. Currently, the state is actually separated from this process; the relevant legislation in Ukraine and grants from the state bud-

get does not exist. European clusters can form 50–70 % at the expense of state budget subsidies; domestic clusters can count on their own strength, or at best, with donor organizations.

According to the acting Minister of Agrarian Policy and Food of Ukraine O. Trofimtseva, the creation of clusters is an optimal tool for the development of rural areas. This was announced by the acting Minister in the framework of the AGROPORT WEST LVIV 2019 International Agro-industrial Exhibition in March 2019. She noted that clustering has today's support at the government and state level. This is a business-oriented model that works for self-sustainability. The ministry has already supported and ready to continue supporting the idea of business informational and advisory. Cluster ideas, along with smart-specialization, can enhance the competitiveness of the regions and be effective in newly created territorial communities where there are young and initiative leaders. The Ministry of Agrarian Policy introduced pilot projects on the implementation of agro clusters in Lviv and Odessa oblasts. There are HorboHory is in Lviv region and Frumushyka Nova is in the Odessa region. The implementation of each of these projects is a way of combining financial, human and natural resources, state, business and rural communities. The general budgets of the projects amounted in UAH 39,56 million in the Odessa region, and UAH 27,6 million in Lviv region [10].

Thus, the study of foreign studies makes it possible to argue that the slow formation of clusters in Ukraine is due to the following factors:

- Lack of normative definition of ‘cluster’, its types, complex of measures on creation of clusters in Ukraine;
- Lack of sufficient information support for the creation and operation of clusters in Ukraine;
- Insufficient interest of small and medium-sized enterprises to integrate into large production systems;
- Little experience of cluster functioning in Ukraine; and
- Lack of investors due to the investment attractiveness of the regions.

Conclusions. In order to overcome the negative tendencies and conservatism in AIC of Ukraine, it is necessary to make structural changes in the development of rural areas. Analysing the experience of Germany, the Netherlands, Japan and Italy, the agribusinesses, who have succeeded and lead the world market, clusterization was initiated by the state and provided significant legislative, informational, financial support, targeted programs and adapted to the specifics of the regions.

There are already several agro clusters in Ukraine that demonstrate great success in the development, quickly switching from the production of raw materials for the release of products with a profound level of processing. The reason for the slow foundation of the cluster in Ukraine is complicated by the legislative framework, or rather its lack. Despite the fact that the authorities at the local and national levels are constantly expressing support for the implementation of the cluster approach, virtually any regulatory process of foundation and operation of clusters there, as there are no financial instruments of state support for the operation of clusters.

REFERENCES

1. Romanenko Ye. (2018). Yevroatlantychna intehtratsiia Ukrainy yak faktor natsionalnoi bezpeky [Euro-Atlantic integration of Ukraine as a factor of national security]. *Yevropeiskyi vymir sotsialnoi bezpeky: instrumenty, problemy, praktyka – European dimension of social security: tools, problems and practices: proceedings of materials, round table reports within the framework of the project “Jean Monnet Chair” Analysis and application of the European experience of democracy and good governance in Ukraine.* (p. 71–74). Mariupol: DonDUU [in Ukrainian].
2. Hotra V. V. (2015). Formuvannia derzhavnykh priorytetiv investytsiinoho zabezpechennia innovatsiinoho rozvytku APK Ukrainy v umovakh yevrointehratsii [Formation of state priorities of investment support of innovative development of Ukrainian agriculture in conditions of European integration]. *Extended abstract of Doctor's thesis.* Kyiv [in Ukrainian].
3. Hryhorenko Ya. O. (2018). Realizatsiia ahrarnoho potentsialu ukrainy v systemi zabezpechennia ekonomichnoi bezpeky derzhavy [Implementation of the agrarian potential of Ukraine in the system of ensuring economic security of the state]. *Extended abstract of candidate's thesis.* Kyiv [in Ukrainian].
4. Chervinska L. P. (2009). Problemy formuvannia prybutkovosti ahrarnoho sektoru ekonomiky [Problems of Profitability Formation of the Agrarian Sector of Economy]. *Nauk. visnyk Akademii munitsypalnogo upravlinnia. Ekonomika – Scientific Bulletin of the Academy of Municipal Governance. Economy*, 6. Retrieved from http://www.nbu.gov.ua/portal/Soc_Gum/Nvamu_ekon/2009_6/1.pdf [in Ukrainian].

5. Porter M. (2006). *Konkurentsyya* [On Competition]. Moscow: Vilyams [in Russian].
6. The UNIDO Approach to Cluster Development: Key Principles and Project Experiences for Inclusive Growth. (2013). UNIDO. [www.unido.org](http://www.unido.org/fileadmin/user_media_upgrade/What_we_do/Topics/Business_investment_and_technology_services/CUP/UNIDO%20s_CLUSTER_APPROACH.PDF). Retrieved from www.unido.org/fileadmin/user_media_upgrade/What_we_do/Topics/Business_investment_and_technology_services/CUP/UNIDO%20s_CLUSTER_APPROACH.PDF [in English].
7. Innovatsionno-tekhnologicheskie klastery stran – chlenov MTsNTI [Innovation and technology clusters of countries – members of the International Center for Scientific and Technical Information]. (2013). www.icsti.su. Retrieved from <http://www.icsti.su/uploaded/201304/cluster.pdf> [in Russian].
8. Wessner C. W., Wolff A. W. (Eds.). (2012). *Rising to the Challenge. U.S. Innovation Policy for the Global Economy*. Washington: The National Academies Press [in English].
9. F.A.Q. pro ahroklastery [F.A.Q. about agroclusters]. (2017). agro-business.com.ua. Retrieved from <http://agro-business.com.ua/agro/kermo-kerivnyka/item/2641-faq-pro-ahroklastery.html> [in Ukrainian].
10. Klaster vyznano naikrashchoiu formoiu rozvytku silskykh terytorii v Ukraini [The cluster is recognized as the best form of development of rural areas in Ukraine]. (2019). superagronom.com. Retrieved from <https://superagronom.com/news/6781-klaster-viznano-naykraschoyu-formoyu-rozvitku-silskih-teritoriy-v-ukrayini> [in Ukrainian].
- нальної безпеки / Європейський вимір соціальної безпеки: інструменти, проблеми, практика: зб. матеріалів, доповідей круглого столу в рамках проекту “Кафедра Жана Моне “Аналіз та застосування європейського досвіду демократії та належного врядування в Україні”, м. Маріуполь, 21 червня 2018 р. Маріуполь: ДонДУУ, 2018. С. 71–74.
2. Юмра В. В. Формування державних пріоритетів інвестиційного забезпечення інноваційного розвитку АПК України в умовах євроінтеграції: автореф. дис. ... д-ра екон. наук: 08.00.03. Київ, 2015.
3. Григоренко Я. О. Реалізація аграрного потенціалу України в системі забезпечення економічної безпеки держави: автореф. дис. ... канд. екон. наук: 21.04.01. Київ, 2018.
4. Червінська Л. П. Проблеми формування прибутковості аграрного сектору економіки [Електронний ресурс] // Наук. вісн. Академії муніципального управління. Економіка. 2009. № 6. Режим доступу: http://www.nbuv.gov.ua/portal/Soc_Gum/Nvamu_ekon/2009_6/1.pdf
5. Портер М. Конкуренция / М. Портер. М.: Вильямс, 2006. 608 с.
6. The UNIDO Approach to Cluster Development: Key Principles and Project Experiences for Inclusive Growth. UNIDO, 2013. URL: www.unido.org/fileadmin/user_media_upgrade/What_we_do/Topics/Business_investment_and_technology_services/CUP/UNIDO%20s_CLUSTER_APPROACH.PDF.
7. Инновационно-технологические кластеры стран – членов МЦНТИ (Информационный материал) / Междунар. центр научной и технической информации. М., 2013. С. 19.
8. Rising to the Challenge. U.S. Innovation Policy for the Global Economy.

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Романенко Є. Євроатлантична інтеграція України як фактор націо-

- Ed. By Charles W. Wessner and Alan Wm. Wolff, National Research Council. The National Academies Press, Washington, D.C., 2012.
9. [Електронний ресурс]. Режим доступу: <http://agro-business.com.ua/agro/kermo-kerivnyka/item/2641-faq-pro-ahroklastery.html>
10. [Електронний ресурс]. Режим доступу: <https://superagronom.com/news/6781-klaster-viznannaykraschoyu-formoyu-rozvitkusilskih-teritoriy-v-ukrayini>



UDC: 351:378+327

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-198-209](https://doi.org/10.32689/2617-2224-2019-5(20)-198-209)

Serniak Oleh Ihorovych,

PhD in Public Administration, Associate Professor at the Department of Public Management and Administration of the Ivano-Frankivsk National Technical University of Oil and Gas; 76019, Ivano-Frankivsk, Carpathian Str., 15; oleh_sernyak@ukr.net; +38 (066) 246-90-45

ORCID: 0000-0002-8935-3253

Серняк Олег Ігорович,

кандидат наук з державного управління, доцент кафедри публічного управління та адміністрування Івано-Франківського національного технічного університету нафти і газу; 76019, м. Івано-Франківськ, вул. Карпатська, 15; oleh_sernyak@ukr.net; +38(066)246-90-45

ORCID: 0000-0002-8935-3253

Серняк Олег Игоревич,

кандидат наук по государственному управлению, доцент кафедры публичного управления и администрирования Ивано-Франковского национального технического университета нефти и газа; 76019, г. Ивано-Франковск, ул. Карпатская, 15; oleh_sernyak@ukr.net; +38 (066) 246-90-45

ORCID: 0000-0002-8935-3253

“DEMONOPOLIZATION” OF HIGHER EDUCATION AS A COMPONENT OF NATIONAL SECURITY OF UKRAINE (ARCHETYPAL APPROACH)

Abstract. The article deals with the intermediate results of the reform of higher education in Ukraine in accordance with the standard law. Examples of qualitative changes to reduce the burden on teachers, the prohibition of the combination of administrative positions at universities, transparency of the universities' activities and the growth of student self-government rights are given. At the same time, there are several archetypes that impede the implementation of effective educational changes and which pose a potential threat to the national security of the state. All of them are reduced to the concept of “monopolization” of higher education as the concentration of key competences in this area, in particular in terms of ensuring the quality of education, in the hands of one (the ministry) or several interrelated public institutions (ministry, national quality agency, Public service of quality of education).

Such archetypes are bureaucracy and inflexibility of the Ukrainian universities, which prevents them from competing on an equal footing with educational institutions of European countries; their organizational dependence on paternalism by the ministry and other institutions of power, on the one hand, and the excessive paternalism and reluctance of the state to delegate authority over the development of real university autonomy, on the other; the failure of public institutions in education to work on the principle of a project office with the transition to coordinating and monitoring functions; the refusal of the university environment and the ministry to recognize the public in the person of students, their parents and employers as equal partners in the processes of quality education management.

In order to change the last archetype that some scholars call the “semantic core” of the whole model of higher education, it is proposed to create in Ukraine an institute of independent educational auditors as a mechanism of direct influence of the public and beneficiaries on the processes of higher education quality ensuring. The purpose of such an audit, its advantages for universities, the requirements to the professional level of the auditors themselves, organizational aspects and risks of the functioning of the institute of independent educational auditors are considered.

Keywords: public administration, higher education, “demonopolization” of higher education, quality assurance in higher education, national security, archetype, independent educational auditor.

“ДЕМОНОПОЛІЗАЦІЯ” ВИЩОЇ ОСВІТИ ЯК СКЛАДОВА НАЦІОНАЛЬНОЇ БЕЗПЕКИ УКРАЇНИ (АРХЕТИПНИЙ ПІДХІД)

Анотація. Розглянуто проміжні результати реформування вищої освіти в Україні відповідно до профільного закону. Наведено приклади якісних змін щодо зменшення навантаження викладачів, заборони суміщення адміністративних посад в університетах, системи рівнів освіти, підвищення прозорості діяльності вузів і зростання прав студентського самоврядування. Водночас виокремлено кілька архетипів, які заважають впровадженню ефективних освітніх змін і які становлять потенційну загрозу національній безпеці держави. Вони усі зводяться до поняття “монополізації” вищої освіти як концентрації ключових повноважень у цій сфері, зокрема щодо забезпечення якості освіти, в руках однієї (міністерства) чи кількох пов’язаних між собою державних інституцій (міністерство, НАЗЯВО, Державна служба якості освіти).

Такими архетипами є забюрократизованість та негнучкість університетів України, що не дозволяє їм конкурувати на рівних з освітніми закладами європейських країн; їх організаційна залежність від патерналізму з боку міністерства та інших інституцій влади, з одного боку, та надмірний патерналізм і небажання держави делегувати повноваження щодо розвитку реальної університетської автономії, з іншого; неспроможність державних інституцій в освіті працювати за принципом проектного офісу з переходом виключно до координуючої та моніторингової функцій; відмова з боку уні-

верситетського середовища і міністерства визнавати громадськість в особі студентів, їх батьків і роботодавців як рівноправних партнерів у процесах управління якістю освіти.

Для зміни останнього архетипу, який окремі науковці називають “смысловим ядром” всієї моделі вищої освіти, запропоновано створити в Україні інститут незалежних освітніх аудиторів як механізм безпосереднього впливу громадськості та бенефіціарів на процеси забезпечення якості вищої освіти. Розглянуто мету такого аудиту, його переваги для університетів, вимоги до професійного рівня самих аудиторів, організаційні аспекти й ризики функціонування інституту незалежних освітніх аудиторів.

Ключові слова: публічне управління, вища освіта, “демонополізація” вищої освіти, забезпечення якості вищої освіти, національна безпека, архетип, незалежний освітній аудитор.

“ДЕМОНОПОЛИЗАЦИЯ” ВЫСШЕГО ОБРАЗОВАНИЯ КАК СОСТАВЛЯЮЩАЯ НАЦИОНАЛЬНОЙ БЕЗОПАСНОСТИ УКРАИНЫ (АРХЕТИПНЫЙ ПОДХОД)

Аннотация. Рассмотрены промежуточные результаты реформирования высшего образования в Украине в соответствии с профильным законом. Приведены примеры качественных изменений по уменьшению нагрузки преподавателей, запрету совмещения административных должностей в университетах, повышению прозрачности деятельности вузов и росту прав студенческого самоуправления. В то же время выделены несколько архетипов, которые мешают внедрению эффективных образовательных изменений и которые представляют потенциальную угрозу национальной безопасности государства. Они все сводятся к понятию “монополизации” высшего образования как концентрации ключевых полномочий в этой сфере, в частности по обеспечению качества образования, в руках одного (министерства) или нескольких связанных между собой государственных институтов (министерство, НАЗЯВО, Государственная служба качества образования).

Такими архетипами являются забюрократизированность и негибкость университетов Украины, что не позволяет им конкурировать на равных с образовательными учреждениями европейских стран; их организационная зависимость от патернализма со стороны министерства и других институтов власти, с одной стороны, и чрезмерный патернализм и нежелание государства делегировать полномочия по развитию реальной университетской автономии, с другой; несостоятельность высших государственных институтов работать по принципу проектного офиса с переходом исключительно к координирующей и мониторинговой функции; отказ со стороны университетской среды и министерства признавать общественность в лице студентов, их родителей и работодателей как равноправных партнеров в процессах управления качеством образования.

Для изменения последнего архетипа, который отдельные ученые называют “смысловым ядром” всей модели высшего образования, предложено

создать в Украине институт независимых образовательных аудиторов как механизм непосредственного влияния общественности и бенефициаров на процессы обеспечения качества высшего образования. Рассмотрены цель такого аудита, его преимущества для университетов, требования к профессиональному уровню самих аудиторов, организационные аспекты и риски функционирования института независимых образовательных аудиторов.

Ключевые слова: государственное управление, высшее образование, “демонополизация” высшего образования, обеспечение качества высшего образования, национальная безопасность, архетип, независимый образовательный аудитор.

Formulation of the problem. For the past five years the national security has been setting the agenda for Ukraine’s domestic and foreign policy. The efforts of the highest institutions of the public authorities, the public and the mass media are bound to it. The Cabinet of Ministers of Ukraine has provided 212 billion UAH to ensure the defense of the state and the security of its citizens (5,4 % of GDP) for 2019, up by 33,3 billion UAH exceeds the previous year’s expenditures. However, Ukraine’s national security system is still weak in the face of numerous challenges and is conditioned by the fact that it covers not only the defense sphere and counteracting external threats, but also affects all the vital interests of the individual, society and state, whose realization is guaranteed by the state sovereignty of Ukraine, its progressive democratic development, as well as safe living conditions and well-being of its citizens.

One area that has an indirect impact on the national security of the state is education in general and higher education in particular. On the one hand, due to the educational institutions the potential of the security and defense sphere is formed, and on the other —

the level of education determines the civic and political activity, the willingness to put national interests above the personal ones. Therefore, in order to strengthen Ukraine’s national security it is important today to step up the educational reform processes, especially in the higher education, to rethink the paternalistic archetype of the ministry scientifically, and finally to move from centralized management to university autonomy, public monitoring and control in this field.

Analysis of the recent research and publications. The analytical report of the National Institute for Strategic Studies “Security Dimensions of the Educational Policy: World Experience and Ukrainian Realities” (2017) is devoted to the development of the education as a component of Ukraine’s national security. The study, in particular, covered the issues of formation of the safety criteria in the education, solving the main tasks of reforming the educational and scientific sphere, identifying and overcoming the problem areas in the education system, neutralizing the negative impact of the Russian military aggression on the education system [1]. E. Krasnyakov, E. Luzik, T. Lukina, I. Musiyenko, O. Tarasenko,

L. Khomenko-Semenova, L. Chupriy and other scientists also paid attention to the problems of the influence of the education on strengthening the national security of the state at different times. However, the question of the direct relationship between the archetypes in the public administration, decentralization and deregulation of the higher education in Ukraine and the national security has not been the subject of scientific research.

Formulation of the purposes (goal) of the article. Describe the results of the reform of the higher education system in Ukraine after the introduction of the Law “On Higher Education”; outline the main archetypes that hinder the qualitative changes in the higher education system; propose ways of “demonopolizing” the higher education and enhancing the role of the public and beneficiaries in the quality assurance of the higher education.

Presentation of the main material. The adoption of the Law of Ukraine “On Higher Education” of 01.07.2014 marked several revolutionary systemic changes in the field of the higher education. First of all, it is the academic and financial autonomy of the educational institution, the transfer of a large part of the powers in the field of quality assurance of the higher education to an independent institution “National Agency for Quality Assurance in the Higher Education (NAQAHE)”, the termination of the usurpation of the power in the universities, the fight against scientific plagiarism, other important innovations [2]. However, more than 4,5 years have passed since the Law “On Higher Education” was passed and during this time real changes have occurred

except for reducing the workload of the teachers, banning administrative positions at the universities, education levels, increasing transparency of the higher education and increasing the student self-government rights. And the staff of the NAQAHE was formed at the end of 2018 and only on the second attempt.

Even the leadership of the Ministry of Education and Science of Ukraine has alarmed the situation with the implementation of the law on the bureaucracy and decentralization of the powers at the university level. Thus, the Minister of Education and Science of Ukraine Liliya Grynevych, during a meeting of the Enlarged Board of the Ministry of Education and Science on January 26, 2018 emphasized that “the broad autonomy of the universities has widened the gap between the leading universities and the “others”. The first took the opportunity - introduced new educational programs, attracted employers, entered international projects, learned to plan the educational process reasonably, engaged in the commercialization of their own research, trying to create competition in the market of the educational services. The “others” have encapsulated in their inability to effectively manage” [3]. As a result, the profile ministry discussed the obsolescence of the law and the need to amend it.

An interim analysis of the first “five-year” reform of the higher education in Ukraine identifies several archetypes that impede the implementation of effective educational change and that pose a potential threat to the national security of the state. They can all be reduced to the concept of “monopolization” of the higher education in Ukraine, represented by the ministry

and other state institutions, as a concentration of key powers in this area, in particular to ensure the quality of the education, in the hands of one (ministry) or several related state institutions (ministry, NAQAHE, State Education Quality Service).

The first archetype — the universities in Ukraine — is too bureaucratic and inflexible, which prevents them from competing on an equal footing with the educational institutions of the European countries. And here it is difficult to argue, because according to the results of the study of the CEDOS think tank in the 2015–2016 academic year more than 30 thousand Ukrainian students studied in Poland alone, and a total of about 70 thousand of our citizens studied abroad during this period [4]. As a result, the competition between the Ukrainian universities for students often becomes the plane of competition between “required ties” in the ministry when awarding a state contract or undergoing the licensing and accreditation procedures. As the new law did not break these “schemes”, the higher education institutions will not be changed for the most part.

The second is that domestic universities need paternalism on the part of the ministry and other institutions of power. The universities management is a specialist in the scientific and pedagogical field, but often unprofessional in the administration field. Therefore, organizing the processes or creating a regulatory field within the university becomes an almost impossible task. Instead, it is more convenient and easier to follow the instructions or directives from the “above”. At the same time, and the Ministry of Education and Science

is not ready to fully comply with the requirements of the Law “On Higher Education” regarding the transfer of powers to the level of the higher education institutions, in particular the right to recognize foreign diplomas and degrees, the right to award scientific degrees, the right of the universities to issue their own diplomas alongside the state ones. This “vitality” of the archetype of paternalism is attributed by many scholars by the subconscious attraction to the Byzantine tradition and, to a greater degree, by the Eastern, than the Western mentality of the Ukrainians. But in our opinion, it is solely due to the nature of man, the unwillingness to step out of the comfort zone, initiate decisions and take responsibility for their realization.

The third archetype is that the public institutions do not perform well on the project office principle, and therefore it is not necessary to expect complete “demonopolisation” of the higher education, which entails massive cuts in the civil servants and the transition to coordinating and monitoring functions. In a society where education, science and medicine are almost untouched areas, such a move can be interpreted as the “destruction”, sabotage and undermining of the national security. Although in reality the poor quality of the services in these areas is a major threat to the national security of the state.

The fourth archetype — for the ministry and national universities the public can be involved in the higher education processes only as entrants and as employers. Only MES (*Ministry of Education and Science*), state and quasi-state (NAQAHE) institutions are

competent to monitor and influence the quality of the higher education. This archetype is quite difficult to rethink in public consciousness. On the one hand, the entrants, students, their parents, employers and public organizations do not believe in their own power to participate in the quality of the higher education and to really influence what is happening in the universities, on the other — the teaching and university environment is not ready to communicate with the beneficiaries of the educational services on a partnership basis.

In our view, the most complex archetypal phenomenon in the higher education that needs dramatic and decisive changes in the direction of “demonopolization” is the involvement of the public in the quality management of the higher education. The domestic scientist Yu. Fedorchenko calls this sphere the “semantic core” of the whole model of the higher education and determines the importance of its reform [5]. According to the Law of Ukraine “On Higher Education”, the function of quality assurance of the higher education of the Ministry of Education and Science should be transferred to the NAQAHE. But it seems that the lawmakers themselves did not believe in the ability of this institution to provide the quality of the higher education in Ukraine, and therefore decided to insure it with industry expert councils and a structure for any bureaucratic organization that would actually carry out all the work of the quality assurance institution — by the secretariat. In addition, to curb the National Agency’s excessive autonomy, its most important decisions are to formulate requirements for the quality assurance

system of the higher education, to develop regulations on the accreditation of the educational programs, to develop requirements for the level of scientific qualification of the persons who obtain scientific degrees, and the procedure for awarding them by specialized scientific councils of the educational institutions (scientific institutions) — will become effective only after the approval by the Ministry of Education and Science of Ukraine.

Therefore, the situation with the quality assurance of the higher education in Ukraine remains extremely troubling. On the one hand, the state does not intend to lose monopoly control over the sphere of licensing and accreditation of the higher education institutions and awarding scientific degrees, and on the other, the outflow of the Ukrainian students abroad and the lack of qualified personnel in different sectors of the Ukrainian economy prompts them to seek innovative ways of ensuring the quality of the higher education. One of them is the creation of an institute of independent educational auditors.

The purpose of an independent educational audit is to confirm the compliance of the quality level of the higher education in the universities with the established regulatory requirements, which is identical to passing the licensing and accreditation procedure, and to make practical recommendations for improving the quality of the higher education. The difference between an independent educational audit and a traditional accreditation lies in the right of the management of the educational institution to decide independently what to do with the report:

- in the case of a positive conclusion, publish it, and it is up to the students and employers to decide whether to trust the conclusion and the auditor;

- in the case of a negative conclusion, improve the non-standard components of the educational activities of the universities and then re-use the services of an independent educational auditor.

Based on the essence of an independent educational audit as an examination of the quality of the higher education voluntarily commissioned by the higher education institutions on the basis of a agreement with the use of predefined types, time and forms of examination, subject to the conditions of complete confidentiality of the obtained results, it is possible to distinguish its main advantages for the higher educational institutions:

- opportunity to obtain an independent assessment of the quality of the educational programs and training of the specialists, to avoid the directive influence of the state institutions on the activities of the higher education institutions;

- independent educational audit does not violate the independence of the higher education institutions and encourages the educational organizations to develop and effectively operate their own internal systems of assessment and quality assurance of the higher education;

- transfer of the licensing and accreditation procedures from the field of formal quantitative indicators to the realm of improving the quality of the education, which is an important factor in improving the competitiveness of the higher education institutions in the educational services market;

- independent educational audit enables to publicly declare the high level of quality of training of the specialists in this higher education institution, to win and strengthen the position of the educational organization in the international market of educational services, to improve the employment of the graduates.

The functioning of the institute of the independent educational auditors is in line with the provisions of the “Standards and Recommendations for Quality Assurance in the European Higher Education Area” of 2015, in particular as regards the mandate of a group of independent (external) experts, comprising a student representative(s), and takes into account different points of view of the stakeholders, including educational institutions, teachers, students and employers/practitioners [6].

The introduction of the institute of the independent educational auditors places stringent requirements on the professional level of the auditors themselves. They must have the necessary skills and competencies to accomplish their tasks, undergo proper training and constantly improve their professional level. Of course, it is possible to involve international experts in an independent educational audit, but it would be more efficient to use their knowledge and experience to train independent educational auditors in Ukraine and to develop the standards for such an audit.

The activities of the independent educational auditors should be subject to mandatory certification. According to Article 23, paragraph 1 of the Law of Ukraine “On Higher Education” the independent institutions for quality assessment and quality assurance are

accredited by the NAQAHE [7]. This automatically guarantees the certification of all the persons working in the organization. However, in our view, the certification process adopted in auditing is more effective and objective. The certification of the auditors is carried out by passing a written qualification examination according to the program approved by the Audit Chamber of Ukraine, which is an independent non-profit organization. The certificate may not exceed five years and may be renewed for five years following the results of the specialty testing in accordance with the procedure established by the Audit Chamber of Ukraine [8].

Accordingly, the certification of the independent educational auditors should be carried out by a non-profit public organization of the independent educational auditors of Ukraine under their own programs of primary and recertification that will be based on the best foreign experience. However, before setting up such an organization, it is advisable to select and train at least ten independent educational auditors for grants and under the control of the international institutions for quality assurance in the higher education, which will subsequently become the founders of the public organization.

This public organization should independently determine the educational requirements and level of the professional training of the independent educational auditors, organize their training and regular certification training. It will oversee the activities of all the independent educational auditors to comply with their standards of the professional ethics and, if these requirements are violated, will deprive specific

persons of the right to audit. So, one must be aware of the potential risks associated with the overestimation of the services of the independent educational auditors, the excessive formalism of the audit process, or the prospect of turning them into puppets of the major universities. But all these phenomena on the part of the state institutions can be observed today and even on a larger scale. Therefore, the potential threats should be addressed from the beginning of the establishment of the institute of the educational auditors, developing transparent and understandable rules for all the market players, constantly increasing the requirements for the auditors and at the same time the prestige of their work, involving as many interested parties as possible, including international organizations, in this process, mass media and public organizations. Only in this case will the educational audit become a truly independent mechanism for the public oversight of the quality of the higher education in Ukraine.

It is clear that the introduction of the institute of the independent educational auditors and the “demonopolisation” of the higher education in general will meet many opponents, both among the officials of the Ministry of Education and Science of Ukraine and among unscrupulous heads of the educational institutions who have been accustomed to treading corruption for years. But people and organizations are many times more interested in implementing this idea. These are also progressive higher institutions, that today actively care about the quality of education (in particular, National University “Kyiv-Mohyla Academy”, National University “Lviv Polytechnic”, Ukrainian Cath-

olic University, National University “Ostroh Academy” and others), and the public organizations and movements (Chesno, Opora, Anti-Corruption Center and others), and students, and the academic community, and the business environment, and the state of Ukraine in general.

The introduction of the institute of independent educational auditors involves quite a lot of work. The first stage is the preparation and adoption of the Law of Ukraine “On Independent Educational Audit”. This advocacy campaign will also develop the concept of functioning of the institute of the independent educational auditors based on the Standards and Recommendations for Quality Assurance in the European Higher Education Area, conduct an awareness campaign on the need to enhance the quality of the education of the higher education institutions and to create an image of an educational auditor as a partner of this process, development of the procedures for the training of the educational auditors and methods of conducting an independent educational audit.

Thus, an independent educational audit is not a panacea for all the problems of the higher education. But it is a sure step towards the transparency of the licensing and accreditation processes closed so far from the public, as well as the freedom of choice of the educational audit entities by the educational institutions and, as a consequence, the loss of the state’s monopoly over these processes. The active involvement of the public, professionals and international experts in improving the effectiveness of the educational services guarantees in the medium term the im-

provement of the quality of education and science in Ukraine, and through it, the enhancement of the Ukraine’s national security.

Conclusions and prospects for further research. The archetypes of the public administration are present in all its spheres, including in the higher education management. It is about excessive bureaucratization of the processes, centralization of decision making, “monopolization” of the most important areas of activity. This is due both to the very nature of the management activities and to the lack of initiative, innovation, mutual trust between the persons involved in the educational processes and the beneficiaries of the educational services.

The state continues to maintain monopoly control over the quality assurance in the field of the higher education, but the outflow of the Ukrainian students abroad and the lack of qualified staff in various sectors of Ukraine’s economy testify to the ineffectiveness of this mechanism. At the same time, these negative trends pose a direct threat to the national security of the state.

A systematic involvement of the public in the higher education quality management is required to make dramatic and decisive changes towards the “demonopolization” of the higher education. Such a mechanism could be the creation of an institute of independent educational auditors, that would be engaged in confirming the compliance of the quality level of the higher education in the higher education with the established regulatory requirements, which is identical to the passing of the licensing and accreditation procedure, with the obligatory development of the

practical recommendations for the improvement of the quality of the higher education in a particular higher institution.

By representing and acting for the benefit of the public and beneficiaries of the educational services, the independent educational auditors can both improve the competitiveness of the national education and, in the short term, improve the quality of the educational services in line with the public demand and global educational trends. Being a public institute, having natural institutional flexibility and having minimal political will on the part of the government institutions, the independent educational auditors can change the organizational archetypes of the higher education system, make it more open, adaptive and effective.

If these innovations are successfully implemented, it will be possible to get rid of the state's monopoly over the licensing and accreditation processes and launch a mechanism of the professional public control over this area, encourage the universities themselves to take care of constantly improving the quality of the higher education, since there will be no other way (shadow, corruption) for them to exist. It will be a revolutionary-evolutionary path of development of the higher education of Ukraine that eliminates the key internal threats to the national security of the state.

REFERENCES

1. Chernenko T. V., Karpenko M. M., Lozovyi V. S., Zubchenko S. O., & Ishchenko A.Yu. (2017). Bezpekovi vymiry osvitoi polityky: svitovyi dosvid i ukrainski realii [Security Measures of Educational Policy: World Experience and Ukrainian Realities]. *Natsionalnyi instytut stratehichnykh doslidjen – National Institute for Strategic Studies*. Retrieved from http://www.niss.gov.ua/content/articles/files/Osvita_Bezpeka-40c41.pdf [in Ukrainian].
2. Shamaida T. (2014). 16 revolutsiinykh zmin u vyshchii osviti: Novyi zakon pochav diyaty [16 Revolutionary Changes in Higher Education: The New Law Began to Operate]. *Nezalejne Internet-vydannia "TEXTY.ORG.UA" – Independent Online Edition "TEXTY.ORG.UA"*. Retrieved from http://texty.org.ua/pg/article/textynewseditor/read/55679/16_revolutsiinykh_zmin_u_vyshchii_osviti_Noviy [in Ukrainian].
3. Liliia Hrynevych: Pryiniaty u 2014-mu ZU "Pro vyshchu osvitu" zaprovadyv bahato potribnykh novatsii, ale sohodni vin uje zastariv i potrebuje zmin [Lilia Hrynevych: In 2014, the Law on Higher Education Introduced Many Necessary Innovations, but Today It is Outdated and Needs to be Changed]. (2018). *Ministerstvo osvity i nauky Ukrainy: ofitsiyni sait – Ministry of Education and Science of Ukraine: official site*. Retrieved from <https://mon.gov.ua/ua/news/liliya-grinevich-prijnyatij-u-2014-muzu-pro-vishu-osvitu-zaprovadiv-bagato-potribnih-novacij-ale-sogodni-vin-uzhe-zastariv-ta-potrebuye-zmin> [in Ukrainian].
4. Stadnyi Ye. (2017). Ukrainski studenty zakordonom: fakty ta stereotypy [Ukrainian Students Abroad: Facts and Stereotypes]. *Analitychni tsentr CEDOS – CEDOS Think Tank*. Retrieved from <https://cedos.org.ua/uk/articles/ukrainski-studenty-za-kordonom-fakty-ta-stereotypy> [in Ukrainian].
5. Fedorchenko Yu. (2018). Chy treba radykalno miniaty zakon "Pro vysh-

- chu osvitu”? [Do It Need to Radically Change the Law “On Higher Education”?]. *Osvita.ua – Education.ua*. Retrieved from <https://osvita.ua/vnz/reform/59677/> [in Ukrainian].
6. *Standarty i rekomendatsii shchodo zabezpechennia yakosti v Yevropeiskomu prostori vyshchoi osvity (ESG) [Standards and Recommendations for Quality Assurance in the European Higher Education Area (ESG)]*. (2015). Kyiv: TOV “TsS” [in Ukrainian].
 7. *Zakon Ukrainy Pro vyshchu osvitu : pryiniaty 1 lyp. 2014 roku № 1556-VII [Law of Ukraine on higher education from July 1 2014, № 1556-VII]. Verkhovna Rada Ukrainy – Verkhovna Rada of Ukraine*. Retrieved from <http://zakon4.rada.gov.ua/laws/show/1556-18> [in Ukrainian].
 8. *Zakon Ukrainy Pro audytorsku diialnist : pryiniaty 22 kvit. 1993 roku № 3125-XII [Law of Ukraine on audit activity from April 22 1993, № 3125-XII]. Verkhovna Rada Ukrainy – Verkhovna Rada of Ukraine*. Retrieved from <http://zakon4.rada.gov.ua/laws/show/3125-12> [in Ukrainian].
- нет-видання “TEXTY.ORG.UA”. 2014. Режим доступу : http://texty.org.ua/pg/article/textynewseditor/read/55679/16_revolucijnyh_zmin_u_vyshhij_osviti_Novyj
3. Лілія Гриневич: Прийнятий у 2014-му ЗУ “Про вищу освіту” запровадив багато потрібних новацій, але сьогодні він уже застарів та потребує змін // М-во освіти і науки України : офіц. сайт. 2018. Режим доступу: <https://mon.gov.ua/ua/news/liliya-grinevich-prijnyatij-u-2014-mu-zu-pro-vishu-osvitu-zaprovadiv-bagato-potribnih-novacij-ale-sogodni-vin-uzhe-zastariv-ta-potrebuye-zmin>
 4. *Стадний Є.* Українські студенти закордоном: факти та стереотипи [Електронний ресурс] / Є. Стадний // Аналітичний центр CEDOS. 2017. Режим доступу : <https://cedos.org.ua/uk/articles/ukrainski-studenty-za-kordonom-fakty-ta-stereotypu>
 5. *Федорченко Ю.* Чи треба радикально міняти закон “Про вищу освіту”? [Електронний ресурс] / Ю. Федорченко // Освіта.ua. 2018. Режим доступу : <https://osvita.ua/vnz/reform/59677/>
 6. Стандарти і рекомендації щодо забезпечення якості в Європейському просторі вищої освіти (ESG) / пер. з англ. К. : ТОВ “ЦС”, 2015. 32 с.
 7. Про вищу освіту : Закон України [Електронний ресурс] / Верховна Рада України ; від 01.07.2014 р. № 1556-VII. Режим доступу : <http://zakon4.rada.gov.ua/laws/show/1556-18>
 8. Про аудиторську діяльність : Закон України [Електронний ресурс] / Верховна Рада України ; від 22.04.1993 р. № 3125-XII. Режим доступу : <http://zakon4.rada.gov.ua/laws/show/3125-12>

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Безпекові виміри освітньої політики: світовий досвід і українські реалії: аналітична доповідь [Електронний ресурс] / Т. В. Черненко, М. М. Карпенко, В. С. Лозовий, С. О. Зубченко, А. Ю. Іщенко // Нац. ін-т стратегічних досліджень. 2017. Режим доступу : http://www.niss.gov.ua/content/articles/files/Osvita_Bezpeka-40c41.pdf.
2. *Шамайда Т.* 16 революційних змін у вищій освіті: Новий закон почав діяти [Електронний ресурс] / Т. Шамайда // Незалежне Інтер-



UDC: 351.741.08:005.95/.96](474.5)

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-210-223](https://doi.org/10.32689/2617-2224-2019-5(20)-210-223)

Suray Inna Gennadiivna,

Doctor of Science in Public Administration, Associate Professor, Professor of the Department of public administration and public service of the National Academy of Public Administration under the President of Ukraine, 03057, Kyiv, Str. A. Tsedika, 20, tel.: (044)4556953, e-mail: suray.inna@gmail.com

ORCID: 0000-0003-4377-2724

Сурай Інна Геннадіївна,

доктор наук з державного управління, доцент, професор кафедри публічного управління та публічної служби, Національна академія державного управління при Президентові України, Україна, 03057, м. Київ, вул. А. Цедіка, 20, тел.: (044)4556953, e-mail: suray.inna@gmail.com

ORCID: 0000-0003-4377-2724

Сурай Інна Геннадьевна,

доктор наук государственного управления, доцент, профессор кафедры публичного управления и публичной службы, Национальная академия государственного управления при Президенте Украины, Украина, 03057, г. Киев, ул. А. Цедика, 20, тел.: (044)4556953, e-mail: suray.inna@gmail.com

ORCID: 0000-0003-4377-2724

Pylypenko Oleksiy Anatolievich,

police colonel, deputy chief of the Department of Homeland Security, National Police of Ukraine, Kyiv, Str. Bogomolets Academy, 10, tel. : (044) 4556953, e-mail: aleksey7788@ukr.net



ORCID: 0000-0003-0745-5107

Пилипенко Олексій Анатолійович,

полковник поліції, заступник начальника Департаменту внутрішньої безпеки, Національна поліція України, Київ, вул. Академіка Богомольця, 10, тел.: (044)4556953, e-mail: aleksey7788@ukr.net

ORCID: 0000-0003-0745-5107

Пилипенко Алексей Анатольевич,

полковник полиции, заместитель начальника Департамента внутренней безопасности, Национальная полиция Украина, Киев, ул. Академика Богомольца, 10 тел. : (044) 4556953, e-mail: aleksey7788@ukr.net

ORCID: 0000-0003-0745-5107

FEATURES OF PERSONNEL MANAGEMENT IN THE POLICE OF THE LITHUANIAN REPUBLIC

Abstract. The article deals with the peculiarities of personnel management in the police of the Republic of Lithuania, where European trends are clearly reflected. For Ukraine, given its choice of a European vector of development, it is archiving to take into account foreign experience, first and foremost the experience of EU countries, in particular in the management of police personnel.

It is confirmed that the Concept of Good Governance is applicable not only at the macro level — in the sphere of state and municipal administration, but also in certain spheres, in particular the activities of the police. Although this concept has not yet been enshrined in the Lithuanian police regulations governing the Lithuanian police, the police units (the example of the Šiauliai district) in managing efficiency apply certain principles of good governance through: the Code of Ethics for Lithuanian Police Officers; different orders of heads of the institution, mechanisms of management of activity of officials.

The experience of the Republic of Lithuania confirms the applicability of such principles to the police as: integrity, ethics and the rule of law; openness and full cooperation; measuring outcomes in terms of the social and environmental benefits of a sustainable economy; identifying interventions to optimize expected results; similarly capacity building of the organization and its staff; risk and efficiency management; principles of accountability. It is also proved that the combined (semi-centralized) model, the peculiarity of which is: the presence of a national body (ministry) responsible for ensuring internal security, coordination of the activities of disparate police services; co-existence of state police services of national and regional (territorial) as well as state and municipal police with priority of development of national police, which is being formed in the Republic of Lithuania, has prospects in Ukraine as well.

Keywords: public administration, police, personnel management, models of internal security, police of the Republic of Lithuania.

ОСОБЛИВОСТІ УПРАВЛІННЯ ПЕРСОНАЛОМ В ПОЛІЦІЇ ЛИТОВСЬКОЇ РЕСПУБЛІКИ

Анотація. Розкрито особливості управління персоналом в поліції Литовської республіки, де явно відобразилися загально європейські тенденції. Для України, враховуючи обрання нею європейського вектору розвитку, архіважливим є врахування зарубіжного досвіду, насамперед досвіду країн ЄС, зокрема щодо управління персоналом поліції.

Підтверджено, що Концепція належного управління є застосовною не лише на макрорівні — у сфері державного та муніципального управління, а і в окремих сферах, зокрема діяльності поліції. І хоча ця концепція поки не закріплена в нормативно-правових актах Литовської Республіки, що регулюють литовську поліцію, але підрозділи поліції (приклад округу Шауляй)

в управлінні ефективністю застосовуються окремі принципи належного управління через: Етичний кодекс для працівників поліції Литовської Республіки; різні розпорядження керівників установи, механізми управління діяльністю посадових осіб.

Досвід Литовської республіки підтверджує застосовність у діяльності поліції таких принципів як: доброчесність, етика та верховенство права; відкритість та повна співпраця; вимірювання результатів з точки зору соціальних та екологічних переваг стійкої економіки; визначення заходів втручання для оптимізації досягнення очікуваних результатів; так само розбудова потенціалу організації та її персоналу; управління ризиками та ефективністю; принципи підзвітності. Також доведено, що комбінована (напівцентралізована) модель, особливістю якої є: наявність загальнонаціонального органу (міністерства), відповідального за забезпечення внутрішньої безпеки, координація діяльності розрізнених поліцейських служб; співіснування державних поліцейських служб загальнонаціонального та регіонального (територіального), а також державної та муніципальної поліції з пріоритетністю розвитку національної поліції, та, яка формується у Литовській республіці, має перспективи і в Україні.

Ключові слова: державне управління, поліція, управління персоналом, моделі забезпечення внутрішньої безпеки, поліція Литовської республіки.

ОСОБЕННОСТИ УПРАВЛЕНИЯ ПЕРСОНАЛОМ В ПОЛИЦИИ ЛИТОВСКОЙ РЕСПУБЛИКИ

Аннотация. Раскрыты особенности управления персоналом в полиции Литовской республики, где явно отразились общеевропейские тенденции. Для Украины, учитывая выбор нею европейского вектора развития, архиважным является знание зарубежного опыта, прежде всего опыта стран ЕС, в частности по управлению персоналом полиции.

Подтверждено, что Концепция надлежащего управления применима не только на макроуровне — в сфере государственного и муниципального управления, но и в отдельных сферах, в т. ч. деятельности полиции. И хотя эта концепция пока не закреплена в нормативно-правовых актах Литовской Республики, регулирующих литовскую полицию, но подразделения полиции (пример округа Шяуляй) в управлении эффективностью применяют отдельные принципы надлежащего управления через: Этический кодекс для работников полиции Литовской Республики; различные распоряжения руководителей учреждения, механизмы управления деятельностью должностных лиц.

Опыт Литовской республики подтверждает применимость в деятельности полиции таких принципов как: доброчесность, этика и верховенство права; открытость и полное сотрудничество; измерение результатов с позиции социальных и экологических преимуществ устойчивой экономики; определение мер вмешательства для оптимизации достижения ожидаемых результатов; также развитие потенциала организации и ее персонала; управ-

ления рисками и эффективностью; принципы подотчетности. Также доказано, что комбинированная модель, особенностью которой являются: наличие общенационального органа (министерства), ответственного за обеспечение внутренней безопасности, координация деятельности разрозненных полицейских служб; сосуществование государственных полицейских служб общенационального и регионального (территориального), а также государственной и муниципальной полиции с приоритетностью развития национальной полиции, что формируется в Литовской республике, является перспективной и для Украины.

Ключевые слова: государственное управление, полиция, управление персоналом, модели обеспечения внутренней безопасности, полиция Литовской республики.

Thesis statement. The democratic foundations of governing public affairs fundamentally change the nature and structure of administering social, political, economic, social and other processes in the country. This applies to both the public administration as a whole and its specific areas, including law enforcement.

It should be noted that it is within the competence of the Ministry of Internal Affairs of Ukraine, incl. National Police of Ukraine to ensure the implementation of the Association Agreement between Ukraine, on the one hand, and the European Union, the European Atomic Energy Community and their Member States, on the other [1], the National Security Strategy of Ukraine approved by the Decree of the President of Ukraine of May 26, 2015 № 287 [2], Concept of Development of the Security and Defense Sector of Ukraine, approved by the Presidential Decree of March 14, 2016 № 92 [3], Strategy of Public Administration Reform for 2016–2020, approved by decree of the Cabinet of Ministers of Ukraine on June 24, 2016 № 474-p [4],

as well as the Strategy for the Development of the Ministry of Internal Affairs for the period up to 2020 [5].

The service of the National Police of Ukraine is a specific state service, which is the professional activity of police officers in the exercise of their powers [6].

The Human Resource Strategy for 2012–2020 [7] and the Strategy for the Development of Bodies of the Ministry of Internal Affairs for the period up to 2020 [5] are primarily aimed at improving personnel management. Thus, the implementation of the priority “Human Resources Development and Social Protection of Employees” [5] implies the formation of a stable and highly professional staff of the bodies of the Ministry of Internal Affairs of Ukraine, which is able to properly respond to challenges and threats in certain areas.

For Ukraine, given its choice of a European vector of development, it is crucial to take into account foreign experience, first and foremost the experience of EU countries, in particular in the management of police personnel.

Analysis of the latest research and publications by: O. Bandurka,

R. Botvinov, K. Buhaichuk, A. Klochko, M. Kryshchanovych, N. Matyukhina, O. Pronevych, S. Shatrava, etc., indicates active scientific research to improve the efficiency of the activities of the internal affairs bodies and the management of their staff.

It should be noted that the issues of the modern public service of special purpose in Ukraine (State Fiscal Service of Ukraine, State Service of Special Communication and Information Protection of Ukraine, Security Service of Ukraine, State Border Guard Service of Ukraine, National Police of Ukraine, National Guard of Ukraine, National Anti-Corruption Agency of Ukraine, State Special Transport Service, etc.) relate to single scientific studies. However, not all of these works take into account the latest changes that have taken place, in particular in the system of the National Police of Ukraine.

The purpose of the article is identification of the specialties of personnel management in the police of the Lithuanian Republic.

Outline of the main research material. There are three internal security patterns in the country today:

centralized, or (continental) pattern with the dominant role of the Ministry of Internal Affairs, the prescriptive style of controlling and harsh line of subordination of lower bodies to the central organs;

decentralized pattern, characterized by the absence of a single national body, the multiplicity of police forces on the national, regional and local levels, the predominant concentration of levers of police force management in the hands of regional state authorities and local self-government authorities, which im-

ply the role of municipal state bodies in police management;

a combined (semi-centralized) pattern, a peculiarity of which is: the existence of a national body (ministry) responsible for internal security, coordination of the activities of separate police services; co-existence of state police services of national (federal) and regional (state, land) levels, as well as state and municipal police with priority of state police development [8, p. 148].

These pan-European trends in policing are fully reflected in the development of the police force of the Republic of Lithuania, which has become an EU Member State since 2014. That is why their experience is especially important for Ukraine today.

First of all, it should be noted that the police of the Republic of Lithuania must protect all individuals in the territory of the Republic of Lithuania, regardless of their nationality, race, gender, language, origin, social status, etc. [9]. The Police of the Republic of Lithuania operates within the Ministry of Internal Affairs. The main tasks of the police of the Republic are:

- protection of human rights and freedoms;
- guaranteeing public order and security;
- providing emergency assistance to individuals when necessary due to their physical or mental helplessness, as well as to individuals who have been victims of criminal acts, other violations of the law, natural disasters or similar acts;
- prevention of criminal acts and other violations of the law;
- detecting and investigating criminal acts and other violations of the law;
- control of traffic safety.

The main document regulating the functioning of the police in the Republic of Lithuania today is the Law on Police Activity 2000 [10]. Along with it, there are still some provisions of the Police Act 1990.

The Police of the Republic of Lithuania is formed by: 1) the Police Department in the Ministry of Internal Affairs (hereinafter – the Police Department); 2) territorial police precincts (police commissariats performing functions in a designated territory); 3) police educational establishments; 4) specialized police units.

1) *The Police Department* shall: (a) ensure that the tasks assigned to the police are fulfilled; b) coordinate the actions of subordinate police precincts and provide them with recommendations and instructions; c) formulate a common strategy of actions of the subordinated police departments and personnel; d) guarantee the implementation of state programs by police precincts; e) assist the Commissioner General of Police to formulate a police strategy and to manage police units.

The Police Department has the following functional structure:

The Police Department is headed by the Commissioner General of Police. The Commissioner-General: establishes the internal structure and staffs of police precincts directly subordinated to him; supervises and coordinates the activities of police precincts; organizes logistical conditions for police precincts; creates territorial, specialized police precincts and professional educational establishments; exercises other powers conferred by laws and regulations.

Under the direct guidance of the Commissioner-General, there are: a Monitoring Group, a Division of Personnel, a Bureau of Internal Investigation, an Internal Audit Division, and some others, as well as two specialized police units (Logistics Center, Anti-Terrorist Unit).

The Deputy Commissioner is assisted by three alternates, each of whom oversees an independent line of business:

One deputy heads the Criminal Police (which is a specialized police unit) and includes the Criminal Police Bureau and the Science Police Center.

Under the direction of another alternate are: the Headquarters, the Office, the Information Division, the International Cooperation Division, and two specialized police units (Police Training Center and Special Edition Police).

The third alternate oversees the Public Security Police and three specialized police units (Road Police, Police Guard, Police Team).

2) Territorial police precincts consist of higher level police headquarters (commissariats) and their subordinate lower level police units (police precincts).

Higher-level police headquarters are required to: coordinate and manage the activities of lower-level police units (territories); carry out other tasks and functions and be responsible for their execution before the Commissioner-General of Police. The Police Commissariat may also carry out the tasks and functions of lower level police units.

Lower-level police units are located in the administrative centers of the respective municipalities. They provide public safety and order; implement pro-

grams designed to prevent crime, protect the life, health and property of the population; prevent criminal acts and acts, detect and investigate crimes and other offenses; carry out other tasks and functions.

3) Police training institutions are represented by the Police Training Centers, which are specialized police units.

4) *Specialized police units* are police units established on a non-territorial basis. These include: the criminal police, the science center, the public law enforcement office, and others.

According to the Law “On police duty” [10] in Lithuania the police officers are: Commissioner General; chief-commissioner; senior commissioner; commissioner; commissioner-inspector; senior inspector; inspector; junior inspector; first sergeant; chief policeman; policeman; intern [9].

The Commissioner General of Police shall be appointed by the President of the Republic for the submission of the Minister of Internal Affairs and recommendations of the Government. Term of authority is 5 years. An individual who reached 35 years, holds master’s degree in law or higher judicial or equivalent education and worked as a head of police department, specialized or territorial police unit can be appointed for the post of the Commissioner General of police [10, p. 12]. Territorial police precincts are headed by the officers appointed by the Commissioner General of Police. Their candidacies are agreed by the head of the governing body of certain area.

An individual acquires the status of the police officer at a time of being hired into service to the police of Lithu-

ania in the order outlined by laws and regulations and is acknowledged by police identity card, uniform or special identity badge [10, p. 17]. The status of the police officer is granted to individuals, so that they take up the service at the police precinct. A police employee can be a citizen of Republic, of 18 years, healthy physically and mentally [9]. The police rank is assigned to individuals upon passing qualifying test (procedure and conditions of which are designated by the Ministry of Internal Affairs) and joining an appropriate police unit.

Police and police officers are not entitled to take part in political campaigns. Police officers cannot be members of political parties (article 2 of the Law on Political Parties).

Police actions in Lithuania are based on the principles of democracy, respect for human rights, humanity, public morality, legality and publicity [10, art. 4]. Coercion is used if necessary.

The police officer at the official function is entitled to oblige all individuals to fulfil his or her legal requirements. Coercion is applied at times of not meeting them or resistance. Police officer is entitled to [9]:

- “suspecting administrative offence,” examine the documents of the individual, vehicle and freight registration documents, and withdraw them temporarily;

- within legal framework, can detain and deliver the offenders to the official police precincts or other law enforcement agencies to establish the identity of the individuals, to make the reports and notifications while establishing the identity of individuals and property;

- during the prosecution of suspected or absconded criminals, as well as in the case of counteraction to a criminal act, to intervene at any time in residential and non-residential premises, into the territory of individuals and legal entities, and to stop any vehicle, and use it if necessary. If such actions show resistance, police officers have the right to use force. The prosecutor's office must be notified of such actions within 24 hours;

- to use in the cases provided for in Chapter 4 "On Police Activities" [10], firearms, physical or other forms of coercion;

- to use communication facilities belonging to individuals or legal entities in an unforeseen situation;

- to temporarily restrict access to any territory or premises;

- to inspect an individual driving the vehicle if it is suspected that the individual has been exposed to alcohol, drugs, psychotropic or other similar substances, or is under the influence of drugs to prevent the vehicle from being operated by such individual as well as by an individual without a driver's license or an individual who causes obstruction to traffic;

- to prohibit the operation of a vehicle, structure or equipment that does not comply with the state traffic rules, regulations and standards in force in the country;

- to remove firearms, ammunition, explosives, drugs and other objects in order to evidence the violation of the relevant rules;

- to take photographs, to make audio and video recordings (without violation of the privacy guaranteed by the law);

- to exercise other rights conferred upon him by law.

Police officer is *entitled* to [9]:

- visit individuals on the register of police prevention at their home and summon individuals to court, formally warn other persons about their unacceptable behavior in conflict with the public interest;

- to enter at any time of the day the accommodation of the individuals sentenced, if it has to do with the forced execution of a sentence adopted by a court or the execution of an obligation, and also to summon to court and bring such persons to the police precincts to control their submission to the laws and restrictions imposed by the court;

- to enter the premises from 6am to noon to 10pm to check compliance with state border and migration laws;

- to take photographs and make audio and video recordings of individuals under administrative arrest or individuals on the register of police, to take fingerprints of such persons and to take other samples for comparative study or identification;

- to require information in health care facilities and conduct mandatory screening of abusers who take alcohol, drugs, psychotropic or toxic substances in order to prevent the spread of sexually transmitted infectious diseases by persons at risk establishments;

- to remove from office persons who take alcohol, narcotic, psychotropic or other dangerous substances if they are unable to move and may cause harm to themselves or others.

When investigating a crime or having information that it is planned or committed, a police officer is entitled to:

check the activity of enterprises, agencies and organizations of all types and forms of ownership; to check vehicles, cargo and transport documents; check vehicles, individuals and luggage at checkpoints of all kinds;

carry out inspections, investigate the results of inspections of other bodies; withdraw documents, raw materials, products for inspections; receive information and explanations from individuals and organizations;

enter the premises of enterprises, agencies, and organizations of all types during working hours; during non-business hours, only with the participation of a representative of the organization or owner;

carry out operational activities, to investigate criminal cases, to create forensic databases,

carry out other actions stipulated by regulatory acts.

A police officer *must*: take urgent action upon receipt of a report of a crime or other violation of the law, suspend criminal acts and other offenses, store the crime scene and its witnesses, deliver suspects to the police station; guarantee the rights and legitimate interests of detained or arrested persons, provide first aid to victims of crime and persons in a helpless state; take possible measures to preserve the property of persons in the event of natural disasters, catastrophes or other emergencies; keep confidential information; perform other duties prescribed by law.

A police officer *is entitled to use coercion* “if it is necessary to prevent a violation of the law, to anticipate the perpetrators of these violations, as well as in other cases, protecting and upholding the legitimate interests of the

individual, society, and the state” [10, Art. 23].

Coercion that could cause injury or death is acceptable if this is the only measure that can be applied in this situation and other measures have been taken but have proved ineffective. The type of coercion and the limits of its use is chosen by the police officer, taking into account the specific situation, the nature of the violation, the legal and individual peculiarities of the offender.

A police officer may, in the form and in the cases prescribed by law, use verbal or physical coercion, firearms and explosives. Prior to the use of physical coercion or firearms, a police officer must warn the person of his or her intentions, except where the delay may endanger the life or health of the police officer or other person, or when such a warning is impossible.

If a police officer is not equipped with special equipment or firearms, he or she may use any other additional measures necessary to reflect the attempted attack or eliminate the sources of the threat. A police officer who has used coercion without violating the requirements of the Law “On Police Activity” but has caused damage to the values protected by law should not be held liable. The prosecutor's office is informed of the use of coercion by a police officer who caused the death of a person or injuries.

A police officer *is entitled to physical coercion* by: protecting himself or others from an existing attempt of violence or attempt to pose a direct threat to life or health; having established an identity of a person who has violated the law and is resisting arrest through active action; when an individual at-

tempts to commit a crime with the use of firearms, explosives, special communications; during mass riots or actions of groups that violate public order; stop the vehicle in case of an official order.

It is forbidden to use methods of combat fighting and special equipment against pregnant women, against persons with mental retardation or minors, unless they resist and cause harm to life or health, or attack of a group of such persons that cause threat to life or health.

When other coercive measures are ineffective, a police officer *is entitled to use a firearm* [10, Art. 25]. A police officer is entitled to use a firearm in the following cases: protecting himself or others from committing a criminal assault that poses a direct threat to life or health; in pursuit of a criminal who “escapes arrest by active action” in the event that it is impossible to detain him or her in any other way, in cases when the person refuses to fulfill legal requirements to get rid of a weapon or other thing that can harm the person if there is threat to life or health of a police officer or other person and cannot be disarmed by any other means; reflecting the attack on protected objects; when necessary to release the hostages or to prevent an act of terrorism; at the time of escape from the place of imprisonment or riots at the places of imprisonment.

A police officer has the right to use a firearm against vehicles and animals. It is forbidden to use firearms if it poses a danger to innocent people; against pregnant women, against persons with mental retardation or minors, unless they resist and cause harm to life or health, or attack of a group of such

persons that cause threat to life or health.

At the request of a person, the police should provide information about the person stored in police databases. Access to personal information of other persons should be prohibited, unless otherwise provided by law and other regulations.

Police may not provide information that is state, professional, advertising, trade or banking secret, except as required by law. It is obligatory to preserve information that harms the honor, dignity or safety of individuals, legitimate interests of citizens and legal entities, complicates the prevention, detection of criminal acts. Police should not provide information that may damage the presumption of innocence, police ethics, security interests of the individual, society or the state.

Police officers are personally responsible for their actions and their consequences. Police officers who violate the requirements of the law in the performance of their duties are liable. A police officer who complies with an explicitly illegal order or order is not released from liability. The state is obliged to compensate for the damage caused by the illegal actions of a police officer.

These peculiarities of the activities of the police of the Republic of Lithuania determine the peculiarities of managing its personnel and in particular the training of personnel.

Training of police officers includes training of police officers in educational institutions of the Ministry of Education and Science and Vocational Education in police institutions - centers of advanced training [10, p.15]. Educa-

tional institutions that train police officers in a program of training approved in the prescribed manner provide the education and professional knowledge necessary to fulfill police tasks. Relations between schools and the Police Department are based on a cooperation agreement. The professional development of police officers in police institutions — training centers — is organized by the Police Department in accordance with specific professional development programs.

It should be noted that the concept of proper governance is applicable not only at the macro level — in the field of government and municipal administration, but also in certain areas, in particular the activities of the police. The experience of the Republic of Lithuania confirms the applicability of such principles to the police as: integrity, ethics and the rule of law; transparency and full cooperation; measuring outcomes in terms of the social and environmental benefits of a sustainable economy; identifying intervention measures to optimize expected results; similarly capacity building of the organization and its staff, risk and efficiency management; principles of accountability [11, p. 80]. The main element of good governance that demonstrates police activity (such as Siauliai County), the relationships with stakeholders and users of services, the value of the organization itself and the importance of its values, a code of ethics for police officers (although its rules are not specific enough, each police officer's has individual understanding what is ethical and what is not, to enhance the ethics of society) [11, p. 80–81].

Although the concept of good governance has not yet been enshrined in

the Lithuanian police regulations governing the Lithuanian police, but police units (the Shaulai County example [11, p. 80–81] apply separate principles of good governance in efficiency management through: Ethical code for police officers of the Republic of Lithuania, various orders of the heads of the institution, mechanisms for managing the activities of officials.

Conclusions of the study. Thus, the activities of the police force of the Republic of Lithuania, and in particular the management of its personnel, are fully reflected by European trends.

We agree that the Concept of proper governance is applicable not only at the macro level — in the field of government and municipal administration, but also in certain areas, in particular the activities of the police.

The experience of the Republic of Lithuania confirms the applicability of such principles to the police as: integrity, ethics and the rule of law; openness and full cooperation; measuring outcomes in terms of the social and environmental benefits of a sustainable economy; identifying intervention measures to optimize expected results; similarly capacity building of the organization and its staff; risk and efficiency management; principles of accountability.

We believe that the combined (semi-centralized) pattern, the peculiarity of which is: the presence of a national body (ministry) responsible for internal security, coordination of the activities of separate police services; co-existence of state police services of national and regional (territorial) as well as state and municipal police with priority of development of national police, which is

being formed in the Republic of Lithuania, has prospects in Ukraine as well.

Further scientific research in this area should address specific mechanisms for managing national police personnel in the light of current global best practices.

REFERENCES

1. Zakon Ukrainy "Pro ratyfikatsiiu Uhody pro asotsiatsiiu mizh Ukrainoiu, z odniiei storony, ta Yevropeiskym Soiuzom, Yevropeiskym spivtovarystvom z atomnoi enerhii i yikhnimy derzhavamy-chlenamy, z inshoi storony" : vid 16 veresnia 2014, № 1678-VII [Law of Ukraine "On ratification of the Association Agreement between Ukraine, of the one part, and the European Union, the European Atomic Energy Community and their Member States, of the other part" from September 16 2014, № 1678-VII]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/1678-18> [in Ukrainian].
2. Ukaz Prezydenta Ukrainy "Pro rishennia Rady natsionalnoi bezpeky i oborony Ukrainy vid 6 travnia 2015 roku "Pro Stratehiiu natsionalnoi bezpeky Ukrainy" : vid 26 travnia 2015, № 287/2015 [Decree of the President of Ukraine "On the decision of the National Security and Defense Council of Ukraine of May 6, 2015 "On the National Security Strategy of Ukraine" from May 26 2015, № 287/2015]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://www.president.gov.ua/documents/2872015-19070> [in Ukrainian].
3. Ukaz Prezydenta Ukrainy "Pro rishennia Rady natsionalnoi bezpeky i oborony Ukrainy vid 4 bereznia 2016 roku "Pro Kontseptsiiu rozvytku sektoru bezpeky i oborony Ukrainy" : vid 14 bereznia 2016, № 92/2016 [Decree of the President of Ukraine "On the Decision of the National Security and Defense Council of Ukraine of March 4, 2016 "On the Concept of Development of the Security and Defense Sector of Ukraine" from March 14 2016, № 92/2016]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://www.president.gov.ua/documents/922016-19832> [in Ukrainian].
4. Rozporiadzhennia KM Ukrainy "Deiaki pytannia reformuvannia derzhavnoho upravlinnia Ukrainy" : vid 24 chervnia 2016, № 474-r [Order of the CM of Ukraine "Some Issues of Reforming the State Administration of Ukraine" dated June 24 2016, № 474-p]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/474-2016-%D1%80> [in Ukrainian].
5. Rozporiadzhennia KM Ukrainy "Pro skhvalennia Stratehii rozvytku orhaniv systemy Ministerstva vnutrishnikh sprav na period do 2020 roku" : vid 15 lystopada 2017 r., № 1023-r [Order of the CM of Ukraine "On Approval of the Strategy of Development of the Bodies of the Ministry of the Interior System for the Period up to 2020" from November 10 2017, № 1023-p]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/1023-2017-%D1%80> [in Ukrainian].
6. Zakon Ukrainy "Pro Natsionalnu politsiiu" : vid 2 lypnia 2015 r., № 580-VIII [Law of Ukraine "On the National Police" from 2 July 2015, № 580-VIII]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/laws/show/580-19> [in Ukrainian].
7. Ukaz Prezydenta Ukrainy "Pro Stratehiiu derzhavnoi kadrovoi polityky na 2012-2020 roky" : vid 01 liutoho 2012 r., № 45/2012 [Decree of the President of Ukraine "On the Stra-

- tegy of the state personnel policy for 2012-2020” dated February 01 2012, № 45/2012]. (n.d.). *zakon.rada.gov.ua*. Retrieved from <http://zakon4.rada.gov.ua/laws/show/45/2012> [in Ukrainian].
8. Pronevych O. S. (2009). Modeli upravlinnia politsiiei: analiz zarubizhnogo dosvidu [Models of police management: analysis of foreign experience]. *Problemy pravoznavstva ta pravookhoronnoi diialnosti – Problems of jurisprudence and law enforcement*, 1, 145–167 [in Ukrainian].
 9. Biriukov P. N. (n.d.). *Politsiya Litovskoy respubliki* [Police of the Republic of Lithuania]. Retrieved from <https://eurasialaw.ru/nashi-rubriki/politsiya-gosudarstv-mira/politsiya-litovskoj-respubliki> [in Russian].
 10. Zakon Litovskoy Respubliki “O deyatelnosti politsii” : ot 17 oktyabrya 2000 g., № VIII-2048 [Law of the Republic of Lithuania “On the activities of the police” from October 17 2000, № VIII-2048]. (n.d.). *eseimas.lrs.lt*. Retrieved from <https://eseimas.lrs.lt/portal/legalActPrint/lt?jfwid=t2276h8aj&documentId=TAIS.288152&category=TAD> [in Russian].
 11. Motiejuniene V. (2014). Gero valdymo koncepcijos igyvendinimas policijos pareigunu veiklos valdyme: Šiauliu apskrities vyriausiojo policijos komisariato kriminalines policijos padaliniu atvejis. *Magistro darbas*. Šiauliu universitetas, Viešojo administravimo katedra [in Lithuanian].
- від 16 вересня 2014 р. № 1678-VII [Електронний ресурс]. Режим доступу : <https://zakon.rada.gov.ua/laws/show/1678-18>
2. Про рішення Ради національної безпеки і оборони України від 6 травня 2015 року “Про Стратегію національної безпеки України” : Указ Президента України від 26 травня 2015 р. № 287/2015 [Електронний ресурс]. Режим доступу : <https://www.president.gov.ua/documents/2872015-19070>
 3. Про рішення Ради національної безпеки і оборони України від 4 березня 2016 року “Про Концепцію розвитку сектору безпеки і оборони України” : Указ Президента України від 14 березня 2016 р. № 92/2016 [Електронний ресурс]. Режим доступу : <https://www.president.gov.ua/documents/922016-19832>
 4. Деякі питання реформування державного управління України : розпорядження КМ України від 24 червня 2016 р. № 474-р. [Електронний ресурс]. Режим доступу : <https://zakon.rada.gov.ua/laws/show/474-2016-%D1%80>
 5. Про схвалення Стратегії розвитку органів системи Міністерства внутрішніх справ на період до 2020 р. : розпорядження КМ України від 15 листопада 2017 р. № 1023-р [Електронний ресурс]. Режим доступу : <https://zakon.rada.gov.ua/laws/show/1023-2017-%D1%80>
 6. Про Національну поліцію : Закон України 2 липня 2015 р. № 580-VIII із змінами [Електронний ресурс]. Режим доступу : <https://zakon.rada.gov.ua/laws/show/580-19>
 7. Про Стратегію державної кадрової політики на 2012-2020 роки : Указ Президента України від 01.02.2012 р. № 45/2012 // [Електронний ресурс]. Режим доступу: <http://zakon4.rada.gov.ua/laws/show/45/2012>

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Про ратифікацію Угоди про асоціацію між Україною, з однієї сторони, та Європейським Союзом, Європейським співтовариством з атомної енергії і їхніми державами-членами, з іншої сторони : Закон України

8. *Проневич О. С.* Моделі управління поліцією: аналіз зарубіжного досвіду / О. С. Проневич // Проблеми правознавства та правоохоронної діяльності : зб. наук. праць. 2009. № 1. С. 145–167.
9. Полиция Литовской республики [Электронный ресурс]. Режим доступа : <https://eurasialaw.ru/nashirubriki/politsiya-gosudarstv-mira/politsiya-litovskoj-respubliki>
10. Одеятельности полиции: Закон Литовской Республики от 17 октября 2000 г. № VIII-2048 [Электронный ресурс]. Режим доступа : <https://eseimas.lrs.lt/portal/legalActPrint/lt?jfwid=t2276h8aj&documentId=TAIS.288152&category=TAD>
11. Motiejuniene Virginija (2014). Gero valdymo koncepcijos įgyvendinimas policijos pareigūnų veiklos valdyme: Šiaulių apskrities vyriausiojo policijos komisariato kriminalinės policijos padalinio atvejis. Magistro darbas. – Šiaulių universitetas, Viešojo administravimo katedra. 92 p. (su priedais 97 p.).



UDC: 351.86.001.73

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-224-235](https://doi.org/10.32689/2617-2224-2019-5(20)-224-235)

Yarovoy Tikhon Sergeevich,

PhD in Public Administration, Associate Professor, Associate Professor of the Department Public Administration, Interregional Academy of Personnel Management, 03039, Kyiv, Str. Frometivska, 2, tel.: 044-490-95-00, e-mail: tikhon_9563963@ukr.net

ORCID: 0000-0002-7266-3829

Яровий Тихон Сергійович,

кандидат наук з державного управління, доцент, доцент кафедри публічного адміністрування, Міжрегіональна Академія управління персоналом, 03039, м. Київ, вул. Фрометівська, 2, тел.: (044) 490 95 00, e-mail: tikhon_9563963@ukr.net

ORCID: 0000-0002-7266-3829

Яровой Тихон Сергеевич,

кандидат наук по государственному управлению, доцент, доцент кафедры публичного администрирования, Межрегиональная Академия управления персоналом, 03039, г. Киев, ул. Фрометовская, 2, тел.: (044) 490 95 00, e-mail: tikhon_9563963@ukr.net

ORCID: 0000-0002-7266-3829

MODELING THE SYSTEMS OF ENSURING THE STATE SECURITY

Abstract. The model of ensuring the system of the state security is proposed as an effective tool for realizing the interests of the citizens and society, taking into account internal and external factors of influence. Possibilities of application of the mathematical methods for the optimal choice of the means of protection against threats and dangers in the public administration are investigated.

Ways of using the artificial intelligence to establish the state security criteria have been studied. In particular, the optimization-simulation methods are considered, which allow, due to a certain number of iterations, to obtain an approximate value of the studied parameters. Their practical importance has been determined for the purpose of further application in the fields of: analysis of the national security threats; analysis of the market for protection against such threats; processing of the information on the characteristics of the threats (opportunities for manifestation and harm); processing of the information on possibilities of prevention of the threats; development of the algorithms for the optimal choice of the protection options.

The theoretical aspects of the use of artificial neural networks that can be used in the process of the state security modeling are investigated. The peculiarity of their use can be considered that a large number of input indicators characterizing the level of the national security can be analyzed by machine method, using machine learning algorithms. This makes it possible to classify different states, such as threats, risks and dangers. And while the problem of the influence of the input parameters of the neural network remains unsettled, their self-study, combined with simulation methods of the mathematical modeling, can further resolve the optimization of the state security assessment.

Keywords: modeling, security, state, threats, risks.

МОДЕЛЮВАННЯ СИСТЕМ ЗАБЕЗПЕЧЕННЯ ДЕРЖАВНОЇ БЕЗПЕКИ

Анотація. Запропоновано модель системи забезпечення державної безпеки, як дієвого інструменту реалізації інтересів громадян і суспільства, з урахуванням внутрішніх та зовнішніх факторів впливу.

Досліджено можливості застосування математичних методів для оптимального вибору засобів захисту від загроз та небезпек в державному управлінні.

Вивчено способи застосування штучного інтелекту для встановлення критеріїв безпеки держави. Зокрема, розглянуто оптимізаційно-імітаційні методи, які дають можливість завдяки певній кількості ітерацій, отримати приближене до оптимального значення показників, що досліджуються. Визначено їх практичне значення, з метою подальшого застосування у сферах: аналізу загроз національної безпеки; аналізу ринку засобів захисту від таких загроз; оброблення інформації про характеристики загроз (можливості прояву та шкоди); оброблення інформації про можливості запобігання загроз; розроблення алгоритмів оптимального вибору варіантів захисту.

Досліджено функціональні залежності рівня безпеки держави від низки факторів впливу, що можуть бути застосовані при моделюванні безпеки держави, що дає можливість визначити рівні безпеки.

Досліджено теоретичні аспекти застосування штучних нейронних мереж, які можуть використовуватись в процесі моделювання безпеки держави. Особливістю їх використання можна вважати, те, що велика кількість вхідних показників, які характеризують рівень державної безпеки, може бути проаналізована машинним способом, з використанням алгоритмів машинного навчання. Це дає можливість проводити класифікації різних станів, наприклад, загроз, ризиків та небезпек. І, хоча, не вирішеним аспектом залишається вибір певної ваги впливу вхідних параметрів нейронної мережі, їх самонавчання у поєднанні із імітаційними методами математичного моделювання, в подальшому можуть вирішити питання оптимізації оцінювання рівня безпеки держави.

Ключові слова: моделювання, безпека, держава, загрози, ризики.

МОДЕЛИРОВАНИЕ СИСТЕМ ОБЕСПЕЧЕНИЯ ГОСУДАРСТВЕННОЙ БЕЗОПАСНОСТИ

Аннотация. Предложена модель системы обеспечения государственной безопасности, как действенного инструмента реализации интересов граждан и общества, с учетом внутренних и внешних факторов воздействия. Исследованы возможности применения математических методов для оптимального выбора средств защиты от угроз и опасностей в государственном управлении.

Изучены способы применения искусственного интеллекта для установления критериев безопасности государства. В частности, рассмотрены оптимизационно-имитационные методы, позволяющие благодаря определенному количеству итераций, получить приближенных к оптимальному значению показателей исследуемых. Определено их практическое значение, с целью дальнейшего применения в сферах: анализа угроз национальной безопасности; анализа рынка средств защиты от таких угроз; обработки информации о характеристиках угроз (возможности проявления и ущерба); обработки информации о возможности предотвращения угроз; разработки алгоритмов оптимального выбора вариантов защиты.

Исследованы функциональные зависимости уровня безопасности государства от ряда факторов влияния, которые могут быть применены при моделировании безопасности государства, что в свою очередь дает возможность определить уровни безопасности.

Исследованы теоретические аспекты применения искусственных нейронных сетей, которые могут использоваться в процессе моделирования безопасности государства. Особенностью их использования можно считать, то, что большое количество входных показателей, характеризующих уровень государственной безопасности, может быть проанализирована машинным способом, с использованием алгоритмов машинного обучения. Это дает возможность проводить классификации различных состояний, например, угроз, рисков и опасностей. И, хотя, нерешенным аспектом остается выбор определенного веса влияния входящих параметров нейронной сети, их самообучения в сочетании с имитационными методами математического моделирования, в дальнейшем могут решить вопрос оптимизации оценки уровня безопасности государства.

Ключевые слова: моделирование, безопасность, государство, угрозы, риски.

Formulation of the problem. The problem of reproduction of the real processes in the state, reflecting the state of security, must be solved by the use of effective models that characterize the

ability to assess the protection against external, internal, potential and real threats.

Given that the existing approaches provide only a general level of security,

to reproduce a comprehensive assessment, there are a number of obstacles in the system of its provision: volatility of the economic, social, political and geopolitical processes; not perfect national security modeling tools; and, most importantly, the lack of political will to really evaluate the administration actions in the country. The existing models ignore the internal political, inter-ethnic and other problems of the development of our country. Therefore, the insufficient level of detail is a major obstacle to the optimal reproduction of the state's security status and its components.

Analysis of the previous research and publications. The problems of evaluating the efficiency of the public administration were addressed by I. Ansoff, J. Bryson, M. Zhurovsky, O. Kokoshyn, I. Pranhishvyly, H. Atamanchuk, V. Bogdanovych, R. Griffin, R. Kinney, and others.

However, despite the significant scientific contribution, the complexity of reproducing the real processes taking place in the country and abroad, which directly or indirectly affect the level of the national security of Ukraine, uncertainty and unpredictability, volatility and impartiality of the events occurring, impede the creation of an effective model government that can be used to simulate security-creative issues in the country.

The purpose of the article is analysis of the state security system as an effective tool for realizing the interests of citizens and society.

Outline of the main research material. The urgency of the problems related to the effectiveness of the public administration, the development of the

methods for improving the effectiveness of the administrative decisions and the definition of the effective criteria for evaluating the work of the public authorities is constantly increasing. And the lack of effective approaches leads to a deterioration of the effectiveness of the political decisions, which eventually turn into potential threats and then into real risks for the country.

Also, given the considerable number of components that affect the level of the national security that also have a number of dependencies: the existing information processing facilities are not able to reproduce the full range of threats, so it is advisable to use models from which you can form integral indicators of the country security. On the other hand, it is also not possible to obtain data from all the sources characterizing the country's security.

This implies the need to establish statistical dependencies using the artificial neural networks, that, similar to human neurons, are constructed on the basis of the organization and operation of the biological neural networks based on machine algorithms that can learn, that is, memorize the states of the output parameters, which can subsequently serve the threat classifier, criteria for a certain state of security, recognition of danger patterns, etc.

To date, machine learning technologies are quite advanced, and the criteria for the effectiveness of the administrative decisions in the public administration are also being improved. For example, the Common Assessment Framework (CAF) methodology [1] used in the European Union countries to assess public sector quality administration can be seen as a tool to help

some public authorities monitor the organizations' performance. The Common Assessment Framework includes data from 2382 public sector organizations in 43 different countries.

Considering the peculiarities of the economic, social and political nature, each country stands out in the formulation of the national security assessment indicators. For example, the officially recognized models of assessing the level of security in Ukraine should include the Methodology for Calculating the Level of Economic Security [2] developed by the Ministry of Economy of Ukraine. The contribution to the assessment of the environmental component of the national security was made by Ye. Romanenko, proposing the mechanisms of the legal regulation of the methods of environmental safety assessment [3] and G. Wright, using the methods of Q-analysis and analysis of the environmental security hierarchies, suggesting ways to determine the quantitative level of the environmental security [4, p. 436–451].

Among the large number of papers describing the possibilities of modeling the national security, considerable attention is paid to the hierarchical methods that are generally effectively used to evaluate the various components of the state security. The use of hierarchy analysis methods includes:

- research of the state security variables and their generalization;
- creation of the matrices of separate comparative priorities (weights);
- scenario analysis;
- interpretation of the calculated state variables of the system.

Such techniques differ in the number, sequence and content of the steps,

the set of methods on the basis of which they were developed, the degree of formalization of the processes, as well as the participation of the experts in the research, etc.

Therefore, in the absence of universal methods of modeling the national security, the problem of scientifically sound choice of methods that best correspond to the content and nature of the processes of protection of the national interests in the public administration is exacerbated.

It should be noted that the methodology for assessing the effectiveness of the national policy of protection of the national interests is due to the need to increase the level of scientific substantiation of the strategic decisions and their correction, clarification of the goals, principles, priorities, tasks, etc. Thus, the complexity and versatility of the national security category reflects the dynamism of such a system. All its elements are focused on ensuring the protection of the national interests and creating safe conditions for the effective socio-economic development, which are the main objects of the modeling.

The formation of this system is influenced by many factors of the external and internal environment: historical, geopolitical, ethnic, demographic, political, social, economic and other components of the national security the study of which deals with a considerable number of works.

Not dwelling in detail on the results of these studies, it should be noted that in most cases the obvious connection and interdependence of such components can be traced, and their action may be multidirectional. As a result, the structural links between the ele-

ments of the national security system are further complicated. Considering the possibilities of modeling the national security, most authors identify as components of the model such areas as: military, economic, social, environmental, political, information, etc. Some are trying to devise ways to highlight the modeling levels. Thus, in particular H. Vechkanov and Ye. Kuznetsova, in their works propose to divide the process of the national security research into “vertical” and “horizontal” spheres of analysis. Vertical – this is international, global, regional, national and anthropogenic security, at the horizontal level distinguish the economic, social, environmental, spiritual and information security [5].

It is possible to graphically represent the model of the communication of the elements of the national security system, which, conditionally, but adequately reflects the complexity of the interaction of the most important elements: objects, interests and spheres (Fig. 1).

The model displays links between the main elements of the national security system that apply to all the research objects.

Such objects can and should be considered as areas of the national security research, and they should form the security module as a whole. The investigation of such objects will allow to set critical limits of the permissible threats and risks for the state. Therefore, the artificial neural networks can be used in the formation of the national security models, as they are shown in Fig. 1, the links have different functional dependencies among the vast number of input parameters of such models in order to reproduce the complex social, political, geopolitical and economic structures.

To address these issues, the following groups of the national security assessment methods should be identified: comparison of a number of the external and internal socio-economic indicators with the marginal estimates; setting key indicators for the each component of the national security, assessing the pace

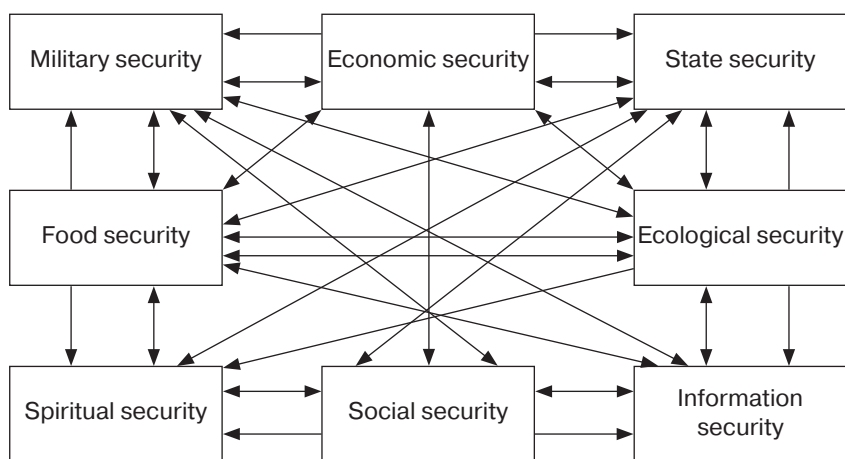


Fig. 1. Structural – logical model of the national security system
Developed by the author.

and dynamics of the economic growth; assessment of the national security on the basis of a point grade; expert assessment and ranking of the threats and dangers; applied mathematical methods for the quantitative measurement of a number of the state security indicators.

Given that, at present, the most effective approach to complex systems modeling is neural network modeling, the process of assessing the level of the national security can consider the functional dependence of the key indicators in the state and a number of factors that affect their effectiveness. As input parameters of the neural network, it is advisable to evaluate the level of the development of the scientific and technological progress, the ability of the economy to sustainable growth, the state of the financial-credit system, the martial law, the political component, the social component, which will allow to assess the state of the national security qualitatively. And these proposals to establish the functional dependence of the national security on a number of factors at the fixed values of input vari-

ables will allow to quantify the administration decisions.

The very process of forming an artificial neural network (Fig. 2) can be represented as a set of artificial neurons connected by arrows, as well as in a real, biological neural network, an electrical signal is transmitted from inputs to outputs. And as you go through the network, it may change, depending on the weight setting (w) of each neuron. After the inputs (x) are given signals in the form of certain data, they are multiplied by weights, then summed, and, as a result, a functional dependence is formed, which outputs the result that depends on further adjustment of the weighting factors w and the recognition accuracy of a specific trait, or set of traits that can be represented by the equation:

$$x_1w_1 + x_2w_2 + \dots + x_nw_n = \sum_{i=1}^n x_i w_i, \quad (1)$$

where $x_1 \dots x_n$ — input network parameters; $w_1 \dots w_n$ — weights of the corresponding input signals.

And the neural network approach itself makes it possible to detect the nonlinear relationships between such

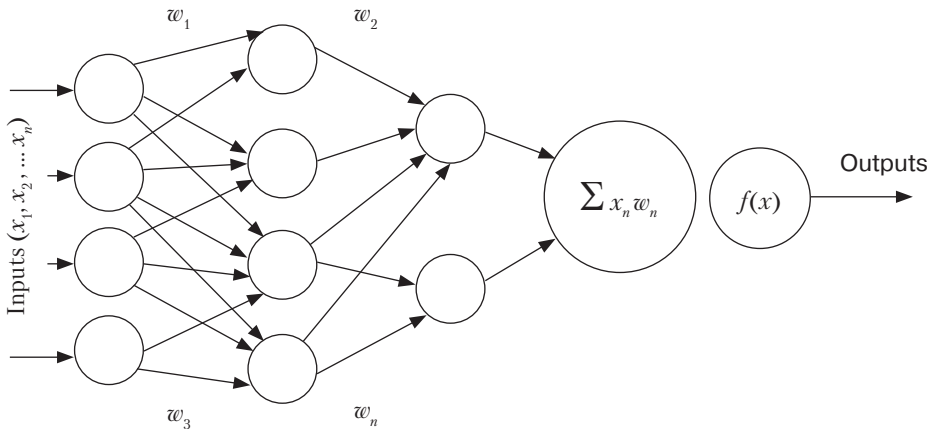


Fig. 2. Artificial neural network

inputs and outputs. Therefore, it is very important in this case to choose a neural network structure that would fully meet the national security modeling objectives.

If we consider the security of the state as a functional dependence of a number of factors with its quantitative level, it is advisable to introduce several variables. Let these be the following input indicators: the normative level of the economic development (x_1), the existing level of the economic development (x_2), the ability of the economy to sustainable development (x_3), the state of the financial-credit system (x_4). In this case, the desired national security function can be represented as a system of differential equations (2):

$$\begin{cases} \frac{dF_s}{dx_1} = f(x_2, x_3, x_4)(F_s - F_s^{\min})(F_s - F_s^{\max}); \\ \frac{dF_s}{dx_2} = f(x_1, x_3, x_4)(F_s - F_s^{\min})(F_s - F_s^{\max}); \\ \frac{dF_s}{dx_3} = f(x_1, x_2, x_4)(F_s - F_s^{\min})(F_s - F_s^{\max}); \\ \frac{dF_s}{dx_4} = f(x_1, x_2, x_3)(F_s - F_s^{\min})(F_s - F_s^{\max}); \end{cases}$$

where F_s^{\min} , F_s^{\max} — current minimum and maximum national security values; F_s — national security function.

The research of the function F_s will identify the critical points that can be considered threatening states and establish security levels on the basis of which the administration decisions are usually made intuitively.

Thus, in this case, the important aspect remains the correct determination of the input parameters of the model, since it is their choice that determines the specificity of the mathematical modeling.

This example shows that there are opportunities to describe the functional dependency of a country's security with a number of factors that influence it. The only unsolved aspect that can be further developed is the process of selecting the weight of each influencing factor and identifying the factors that can be measured by thousands and even tens of thousands of factors for the national security. And to some extent, it requires the use of expert, scientific and professional potential.

Although the author's scientific work is connected with conducting expert studies in the automatic mode, where the approximate number of the respondents, currently reaches 100 people, for a comprehensive study of the impact of the factors on the security situation in the country this is not enough, since the vulnerability of the state security objects is essential and exceeds the ways to protect them. This is due, first of all, to the scale and heterogeneity of the national security objects themselves. The main causes of this vulnerability include the shortcomings of the information technology and the steady increase in the number of impacts on the state of security. Therefore, a thorough analysis of all the possible threats is required to effectively address the national security concerns.

In the analysis of threats it is necessary to assess the possibility of their manifestation, as well as the damage that will be inflicted on the state in case of the realization of these threats.

Although, to counteract the same threat, there are usually several remedies, to create a model, it can be assumed that each remedy protects exactly the same threat. Then, the problem

of the optimal choice of the protection options can be solved by means of Boolean programming, for which there are many algorithms [6–8]. However, it is also possible to build a model where each remedy can counteract a number of threats, and when the possibility of preventing each threat is different.

So, let the set of possible national security threats be presented as $A = \{a_1, a_2, \dots, a_n\}$. The set of threat indexes is $N = \{1, 2, \dots, n\}$. The set of protection means $B = \{b_1, b_2, \dots, b_m\}$. Multiple indices of security options $M = \{1, 2, \dots, m\}$.

Threat functioning period $T = [t_0, t_{\max}]$ is considered the functioning period.

We denote the probability of occurrence of the i -th threat at the time interval T as: $p_i, \forall i \in N, p_i \in [0, 1]$, which is determined by the experts. The average i -th non-threat damage can be represented as, $u_i, \forall i \in N$.

The cost of j -th remedy — $c_j, \forall j \in N$.

The probability of preventing the effects of an i -th threat using the j -th security can be represented as: $v_{ij}, \forall i \in N, \forall j \in M, v_{ij} \in [0, 1]$, which can also be determined by statistics or expertly.

By marking the inputs and objects of the study, the task of optimizing the choice of the means of protection can be represented in two variants of modeling:

- maximizing the possible average cost of preventing certain negative consequences of the threat, while limiting the overall security measures;
- minimizing the overall costs of the security measures, while limiting the cost of preventing the individual losses.

An important aspect here is to optimize the costs of preventing the threats. It is much cheaper and then eliminating

their effects. And, optimization, in the conditions of the economic development of our country, is the most important component for such development, because, in the conditions of war, economic and political reforms, etc., there is no unnecessary money and resources, and consequently the right to error.

Let us consider the first version of the national security modeling problem statement. To do this, we introduce a Boolean variable to simulate the means of protection $x_j \in \{0, 1\}, \forall j \in M$. In that case, if $x_j = 1$, then the j -th remedy will be stuck in state security measures, $x_j = 0$, it will be in the passive state, i.e. it will not be used. In this case, we create a vector of Boolean variables $\vec{x} = x_j, \forall j \in M$.

An indicator of the quality of the choice of the remedy, that is parallel and an indicator of the effectiveness of the administration decision, for the authorized person, can be represented as a function where the vector of Boolean variables is specified as an argument:

$$U(\vec{x}) = \sum_{i \in N} u_i p_i \max_{j \in M} (v_{ij} x_j). \quad (3)$$

Given that this indicator is used to potentially prevent harm when using vector-defined protection \vec{x} , its value should be maximized with the following constraint:

$$\sum_{j \in M} c_j x_j \leq C. \quad (4)$$

The corresponding condition limits the cost of the selected remedies, where C is the maximum possible cost allocated to the defense.

Thus, the state of security, subject to maximization of the possible costs for the prevention of certain negative

consequences, with restrictions on carrying out general security measures can be presented as follows:

$$\begin{aligned} U(\vec{x}) &= \sum_{i \in N} u_i p_i \max_{j \in M} (v_{ij} x_j) \rightarrow \max_{\vec{x} \in \Delta_{\text{альт}}} ; \\ \Delta_{\text{альт}} &: \sum_{j \in M} c_j x_j \leq C, \end{aligned} \quad (5)$$

where $\Delta_{\text{альт}}$ — the set of admissible vector values \vec{x} .

The solution to this problem in the optimal choice of the protection means to find all the unknown components of the vector \vec{x} and the choice of those remedies for which component of the vector x_j ($\forall j \in M$) is 1.

Considering the following variant of minimization of the general expenses for carrying out of safety measures at limitation of the level of expenses for the prevention of separate losses, also the Boolean variable is entered $x_j \in \{0, 1\}$, $\forall j \in M$, $x_j = 1$. If the j -th remedy is used, $x_j = 0$, if not used. Then \vec{x} — vector of the Boolean variables is x_j , $\forall j \in M$.

The cost of threat and dangers protection options can be summarized as follows:

$$C(\vec{x}) = \sum_{j \in M} c_j x_j. \quad (6)$$

The value of this indicator should be minimized under restrictions where the possible loss would be at least as specified:

$$\sum_{i \in N} u_i p_i \max_{j \in M} (v_{ij} x_j) \geq U_{\text{зад}}, \quad (7)$$

where $U_{\text{зад}}$ — setpoint of the value of possible harm prevention.

Thus, the mathematical model, while minimizing the overall cost of the security measures, while limiting the likely level of cost to prevent individual losses, looks like:

$$\begin{aligned} C(\vec{x}) &= \sum_{i \in N} c_i x_i \rightarrow \min_{\vec{x} \in \Delta_{\text{альт}}} ; \\ \Delta_{\text{альт}} &: \sum_{j \in M} u_i p_i \max_{j \in M} (v_{ij} x_j) \geq U_{\text{зад}}. \end{aligned} \quad (8)$$

In this case, the solution of the problem is to find all the unknown components of the vector \vec{x} and the choice of such remedies b_j , for which the corresponding component of the vector x_j is 1. Which, in general, can be realized through powerful computing tools using simulation modeling techniques.

To summarize, it should be noted that the proposed models for optimizing the choice of the national security threats have certain difficulties, since it is difficult to determine the weight of a particular security impact factor, it is quite problematic to establish the cost of the threat prevention measures, which in turn also depend from many factors, both economic and other. In general, expert methods are often used to solve this problem.

Conclusion. The mathematical formulation of the problem of the optimal choice of means of protection against threats and dangers, which can be called optimization-simulation method, is that when restrictions or index cannot be calculated or given in the form of a certain formula, there are simulation modeling methods for their calculation, and modifications thereof, using the example below, can be applied to: analysis of the national security threats; analysis of the market for protection against such threats; processing of the information on the characteristics of the threats (opportunities for manifestation and harm); processing of the information on possibilities of prevention of the threats; development of the algo-

rithms for the optimal choice of protection options.

The study of the functional dependencies of the state security level on a number of factors of influence can also be applied in modeling the security of the state, which makes it possible to determine the security levels. However, an important aspect remains the correct determination of the input parameters of the model, since it is their choice that determines the specificity of the mathematical modeling.

When using the artificial neural networks in the process of the state security modeling, the choice of the weight of each influencing factor and determining the factors of influence on the state of the national security are not resolved.

REFERENCES

1. Common Assessment Framework – CAF (2019). *www.eipa.eu*. Retrieved from <https://www.eipa.eu/portfolio/european-caf-resource-centre/> [in English].
2. Nakaz Ministerstva Ekonomiky Ukrainy “Pro zatverdzhennia Metodyky rozrakhunku rivnia bezpeky Ukrainy” : vid 02.03.2007, № 60 [Order of the Ministry of Economy of Ukraine “On approval of the Methodology for calculating the level of security of Ukraine” from 02.03.2007, № 60]. (2019). *zakon.rada.gov.ua*. Retrieved from <https://zakon.rada.gov.ua/rada/show/v0060665-07> [in Ukrainian].
3. Romanenko Ye. O. (2016). Derzhavne upravlinnia protsesamy zabezpechennia vnutrishnoi ekolohichnoi bezpeky v Ukraini: orhanizatsiino-pravovyi aspekt [Public Administration of Internal Environmental Security Processes in Ukraine: Organizational and Legal Aspects]. *Aspekty publichnoho upravlinnia. Zhurnal Dnipropetrovskoho rehionalnoho instytutu derzhavnoho upravlinnia NADU pry Prezydentovi Ukrainy – Aspects of Public Management. Journal of the Dnipropetrovsk Regional Institute of Public Administration of the National Academy of Sciences of Ukraine under the President of Ukraine*, 1–2 (27–28), 67–73 [in Ukrainian].
4. Wright G. (1997). *Hosudarstvennoe upravlenie [Public administration]*. Bishkek: KHNU [in Russian].
5. Vechkanov G. S., Vechkanova G. R. (2004). *Mikroekonomika. Zavtra ekzamen [Microeconomics. Tomorrow is the exam]*. (6th ed.). Saint Petersburg: Piter [in Russian].
6. Tyurin S. F., Gorodilov A. Yu., Danilova E. Yu. (2014). Diagnostirovanie logicheskogo elementa DC LUT FPGA [Diagnostics of the logic element DC LUT FPGA]. *Inzhenernyy vestnik Dona – Engineering Bulletin of the Don*, 2. Retrieved from ivdon.ru/magazine/archive/n2y2014/2313 [in Russian].
7. Lukasiewicz J. (1920). *Logika trojwartosciowa* (Vols. 5(9)). (p. 169–171). Lvov: Ruch Filozoficzny [in Polish].
8. Post E. L. (1921). Introduction to a General Theory of Elementary Propositions. *American Journal of Mathematics*, 43, 163–185 [in English].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Common Assessment Framework – CAF [Електронний ресурс] // European CAF Resource Centre. 2019. Режим доступу до ресурсу: <https://www.eipa.eu/portfolio/european-caf-resource-centre/>
2. Про затвердження Методики розрахунку рівня безпеки України /

- Наказ Міністерства Економіки України / документ v0060665-07, втратив чинність, поточна редакція — Втрата чинності від 29.10.2013, підстава — v1277731-13 / [Електронний ресурс]. 2019. Режим доступу до ресурсу: <https://zakon.rada.gov.ua/rada/show/v0060665-07>
3. Романенко Є. О. Державне управління процесами забезпечення внутрішньої екологічної безпеки в Україні: організаційно-правовий аспект // Аспекти публічного управління. Журн. Дніпропетровського регіонального ін-ту держ. управління НАДУ при Президентіві України. 2016. № 1–2 (27–28) січень-лютий. С. 67–73.
 4. Райт Г. Государственное управление: учебное пособие / Г. Райт. Бикшкк: КГНУ, 1997. 284 с.
 5. Вечканов Г. С., Вечканова Г. Р. Микроэкономика. Завтра экзамен. 6-е изд. СПб.: Питер, 2004. 288 с.
 6. Тюрин С. Ф., Городилов А. Ю., Данилова Е. Ю. Диагностирование логического элемента DC LUT FPGA // Инженерный вестн. Дона, 2014. № 2. URL: ivdon.ru/magazine/archive/n2y2014/2313
 7. Lukasiewicz J. Logika trojwartosciowa. Львов: Ruch Filozoficzny. r. V., 1920. Т. 5. № 9. Р. 169–171.
 8. E.L. Post Introduction to a General Theory of Elementary Propositions // Amer. Journ. of Math. 1921. № 3. Р. 163–185.



UDC: 35.08 (477)

DOI: [https://doi.org/10.32689/2617-2224-2019-5\(20\)-236-249](https://doi.org/10.32689/2617-2224-2019-5(20)-236-249)

Tytarenko Liubov Mykolaivna,

PhD of Political Sciences, Associate Professor of the Dept. of the Humanities and Social and Political Sciences, Odessa Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, 65009, Odesa, Str. Genuezska, 22, e-mail: lubowt@ukr.net, tel.: 067-271-86-82

ORCID: 0000-0001-8994-3467

Титаренко Любов Миколаївна,

кандидат політичних наук, доцент, доцент кафедри гуманітарних та соціально-політичних наук, Одеський регіональний інститут державного управління Національної академії державного управління при Президенті України, 65009, м. Одеса, вул. Генуезька, 22, e-mail: lubowt@ukr.net, тел.: 067-271-86-82

ORCID: 0000-0001-8994-3467

Титаренко Любовь Николаевна,

кандидат политических наук, доцент, доцент кафедры гуманитарных и социально-политических наук, Одесский региональный институт государственного управления Национальной академии государственного управления при Президенте Украины, 65009, г. Одесса, ул. Генуэзская, 22 e-mail: lubowt@ukr.net, тел.: 067-271-86-82

ORCID: 0000-0001-8994-3467

Yatsenko Volodymyr Arkhyrovych,

PhD in Public Administration, Associate Professor of the Dept. of the Humanities and Social and Political Sciences, Odessa Regional Institute of Public Administration of the National Academy of Public Administration under the President of Ukraine, 65009, Odesa, Str. Genuezska, 22, e-mail: javladimir1964@gmail.com, tel.: 098-134-92-72

ORCID: 0000-0003-3845-0405

Яценко Володимир Архипович,

кандидат наук з державного управління, доцент кафедри гуманітарних та соціально-політичних наук, Одеський регіональний інститут державного управління Національної академії державного управління при Президенті України, 65009, м. Одеса, вул. Генуезька, 22, e-mail: javladimir1964@gmail.com, тел.: 098-134-92-72

ORCID: 0000-0003-3845-0405



Яценко Владимир Архипович,

кандидат наук по государственному управлению, доцент кафедры гуманитарных и социально-политических наук, Одесский региональный институт государственного управления Национальной академии государственного управления при Президенте Украины, 65009, г. Одесса, ул. Генуэзская, 22 e-mail: javladimir1964@gmail.com, тел.: 098-134-92-72

ORCID: 0000-0003-3845-0405

PROFESSIONALISM OF EMPLOYEES IN PUBLIC ADMINISTRATION IN THE CONDITIONS OF SOCIAL AND POLITICAL CHANGE

Abstract. The article focuses on the consideration of the trends of professionalism and career dynamics of specialists in public administration. The problems of organization of public service in the conditions of general social and socio-political changes are defined.

The emphasis is on the need to improve the functioning of state-public authorities, improving the sphere of governance in the direction of socio-economic and political modernization of modern Ukraine.

The conditions and factors of carrying out of purposeful state policy in various spheres of vital activity, and especially in the field of formation of professionalism of employees in the field of public administration are determined.

It is noted that the main role among the tendencies and factors of reforming public administration is the leading role of the state. It is established that the oriented policy of the state embodies the dialogue of power and society, directs trust and interaction between the state, employers, social and political institutions and individual citizens.

The emphasis is on the importance of active state policy aimed at improving the career success of public administration employees, the positive dynamics of his professional development — career advancement, which is related to the acquisition of professionalism, experience, business activity, realization of personal potential and achievements of the corresponding status

It is proved that functioning of an effective system of preparation of public servants should include modern approaches to learning, adherence to standards, and the formation of educational space to meet the educational needs of public servants in accordance with qualifications and activities.

The analysis shows that one of the central aspects of the staffing of public administration is the search for new ways of reforming it. As a result of the implementation of new areas of reform, the effectiveness of the public service, public administration as a whole, and the need of the society in qualified personnel in the field of public administration, as well as the development of modern approaches to the professional development of the staff of the public authorities

should be realized. The determining factor in the effectiveness of reforming the public administration system is the professionalism of public servants, and the very professionalization is a necessary component of the development of public service in Ukraine.

Keywords: professionalism of employees in the sphere of public administration, successful career, socially oriented policy, dynamics of professional development, public authorities, staff culture in the field of public administration, factors of successful career, public administration, administrative services, interaction of authorities and society, socio-political development.

ПРОФЕСІОНАЛІЗМ СЛУЖБОВЦІВ У СФЕРІ ПУБЛІЧНОГО УПРАВЛІННЯ В УМОВАХ СУСПІЛЬНО-ПОЛІТИЧНИХ ЗМІН

Анотація. Зосереджується увага на розгляді тенденцій професіоналізму і кар'єрної динаміки фахівців публічного управління. Визначено проблематику організації публічної служби в умовах загальносуспільних та соціально-політичних змін.

Акцент зроблено на необхідності поліпшення функціонування органів державно-публічної влади, удосконалення сфери управління в напрямку соціально-економічної та політичної модернізації сучасної України.

Визначено умови та чинники проведення цілеспрямованої державної політики у різноманітних сферах життєдіяльності, а особливо у сфері формування професіоналізму службовців у сфері публічного управління.

Зазначено, що основною серед тенденцій та факторів реформування публічного управління є провідна роль держави. Встановлено, що орієнтована політика держави уособлює діалог влади і суспільства, спрямовує довіру і взаємодію між державою, роботодавцями, соціально-політичними інститутами та окремими громадянами.

Акцентовано увагу на важливості активної державної політики, спрямованої на вдосконалення успішності кар'єри службовців у сфері публічного управління, позитивної динаміки його професійного розвитку — просування по службі, що пов'язано з набуттям професіоналізму, досвіду, ділової активності, реалізації особистісного потенціалу та досягненням відповідного статусу.

Доведено, що функціонування ефективної системи підготовки публічних службовців має передбачати сучасні підходи до навчання, дотримання стандартів, а також формування освітнього простору для забезпечення освітніх потреб публічних службовців відповідно до кваліфікації та виду діяльності.

Аналіз свідчить, що одним із центральних аспектів кадрового забезпечення публічного управління є пошук нових шляхів його реформування. Результатом реалізації нових напрямків реформування повинні стати як підвищення ефективності публічної служби, публічного управління у цілому, так і реалізована потреба суспільства у кваліфікованих кадрах у сфері публічного управління, розвиток сучасних підходів до професійного розвитку персоналу органів публічної влади. Визначальним фактором ефективності

реформування системи публічного управління є професіоналізм публічних службовців, і саме професіоналізація є необхідною складовою розвитку публічної служби в Україні.

Ключові слова: професіоналізм службовців у сфері публічного управління, успішна кар'єра, соціально орієнтована політика, динаміка професійного розвитку, публічні органи влади, культура праці службовців у сфері публічного управління, фактори успішної кар'єри, публічне управління, адміністративні послуги, взаємодія влади і суспільства, суспільно-політичний розвиток.

ПРОФЕССИОНАЛИЗМ СЛУЖАЩИХ В СФЕРЕ ПУБЛИЧНОГО УПРАВЛЕНИЯ В УСЛОВИЯХ ОБЩЕСТВЕННО-ПОЛИТИЧЕСКИХ ПЕРЕМЕН

Аннотация. Концентрируется внимание на рассмотрении тенденций профессионализма и карьерной динамики специалистов публичного управления. Определена проблематика организации государственной службы в условиях важных социально-политических изменений. Акцент делается на необходимости улучшения функционирования органов государственной власти, сферы управления, социально-экономической и политической модернизации современной Украины.

Определены условия и факторы проведения целенаправленной государственной политики в различных сферах жизнедеятельности, особенно в сфере формирования профессионализма государственных служащих.

Отмечено, что основной среди тенденций и факторов реформирования публичного управления является ведущая роль государства.

Установлено, что ориентированная политика государства олицетворяет диалог власти и общества, направляет доверие и взаимодействие между государством, работодателями, социально-политическими институтами и отдельными гражданами.

Акцентируется внимание на важности активной государственной политики, направленной на совершенствование успешности карьеры государственного служащего, положительной динамики его профессионального развития — продвижения по службе, что связано с приобретением профессионализма, опыта, деловой активности, реализации личностного потенциала и достижением соответствующего статуса.

Доказано, что функционирование эффективной системы подготовки публичных служащих должно предусматривать современные подходы к обучению, соблюдение стандартов, а также формированию образовательного пространства для обеспечения образовательных потребностей публичных служащих в соответствии с квалификацией и видом деятельности.

Анализ показывает, что одним из центральных аспектов кадрового обеспечения публичного управления является поиск новых путей его реформирования. Результатом реализации новых направлений реформирования должны стать как повышение эффективности публичной службы,

публичного управления в целом, так и реализована потребность общества в квалифицированных кадрах в сфере публичного управления, развитие современных подходов к профессиональному развитию персонала органов публичной власти. Определяющим фактором эффективности реформирования системы публичного управления является профессионализм публичных служащих, и именно профессионализация является необходимой составляющей развития публичной службы в Украине.

Ключевые слова: профессионализм государственного служащего, успешная карьера, социально ориентированная политика, динамика профессионального развития, государственные органы власти, культура труда государственного служащего, факторы успешной карьеры, публичное управление, административные услуги, взаимодействие власти и общества, общественно-политическое развитие.

Problem statement. The development of the public administration system in Ukraine takes place under conditions of dynamic changes. On the one hand, it is precisely in the context of rather complicated socio-political processes, the fall of economic growth, the introduction of a martial law in a certain country, on the other hand in the conditions of organization of the system of public service in Ukraine in accordance with European standards.

The aspiration of Ukrainian society to progressive transformations on the basis of European values necessitates, first and foremost, the need for a large-scale, timely, adequate and rapid renewal of the country's vital activities within the framework of purposeful implementation of public-management reforms [1].

The strategy of the state personnel policy of Ukraine defines the main directions of personnel reforms in all spheres of public life, among which the important place is allocated to the sphere of public administration, since the competitiveness of the state and

sustainable social and economic development depends on the professionalism of the personnel potential of the state administration [2].

There is a general scientific point of view that public administration reformation should conceptually reflect the theoretical foundations of qualitative general social changes in view of the modern problems of the implementation of the new policy of the state. This necessitates a more in-depth refinement of the theoretical and methodological principles of the theory and practice of social and public administration, as well as the strategic tasks of implementing the policy of public administration of Ukraine.

Analysis of recent researches and publications. Problems of theoretical understanding of the Institute of Public Administration and Public Service are paid attention by representatives of the national science, namely: V. B. Averianova, N. T. Honcharuk, S. D. Dubenko, O. D. Krupchan, V. Ya. Malynovskyi, T. V. Motrenko, N. R. Nyzhnyk, O. Yu. Obolenskyi,

V. P. Tymoshchuk and Ye. S. Chernonoha, etc. Their fruitful theoretical work served as a solid ground for familiarizing with the national specifics of public service in the system of public management.

Taking into account the urgency of the issue of improving the efficiency of public administration in the conditions of European integration, improving the career dynamics of employees in the field of public administration in the difficult realities of our time, we will try to simulate the professionalism of public servants as a condition for the effective work of public authorities.

It should be noted that a number of approaches have been developed in the theory of management, based on which the problem field of public administration can be structured differently. Such approaches are contained, inter alia, in the works of H. Atamanchuk, V. Afanasiev, K. Kerns, S. Kravchenko, O. Mashkov, M. Meskon, H. Rait, T. Saati, Yu. Surmin, V. Tsvietkova and others. The decisive factor is that the effectiveness of public administration is closely linked to the efficiency of the career development of those representing the state.

According to N. Honcharuk, in recent years the issue of reforming the public service has become quite acute in order to increase the professionalism and competence of employees in the field of public administration, training of highly qualified personnel [3, p. 167–180].

N. Artemenko believes that the professionalism of a public servant is the basis of his development, which influences the further activities that he uses to carry out socio-economic transfor-

mations in society, political processes in the interests of the functioning and development of the state [4, p. 76–79].

In the considered work of scientists is analysed public service reform, influence of the level of education on the professionalization of personnel. At the same time, the problems of professionalism of public servants are not sufficiently studied.

The purpose of the paper is to substantiate the essence of the professionalism of public service personnel, improve the career dynamics of employees in the field of public administration, and determine the constructive changes in the system of public administration, the conditions and factors of innovative development of society.

Presentation of the main research material. Economic and socio-political transformations are associated with the emphasis on the Western choice of foreign policy and the European choice that is, the changing emphasis on management activities and the need for a new management elite that can solve both strategic tasks and problems of socio-economic development of the country and together goals related to the integration of Ukraine into the European community.

At the same time, we have witnessed the fact that the organization of the public service system in Ukraine today has disadvantages, and first of all, in terms of promotion, achievement of a high level of qualification and motivation of public servants.

The professionalism of the personnel of the public administration system consists of the professionalism of each employee, but does not equal its amount (number of employees). That

is, every public servant is a professional in the field where he/she works, but the whole system of public administration is not always effective, because there are a number of problems: bureaucratic retardation, corruption actions, the complexity of solving issues of socio-economic growth and social protection, etc. [5].

The peculiarity of the career dynamics of employees in the field of public administration is that the candidate enters the service, occupying a lower position in a clearly defined career hierarchy. Usually, coming to a public service after certain training is hiring. The career model requires very narrow professional training, and experience is considered as the most important indicator of qualification [6].

However, the practice shows that the effectiveness of public administration is confirmed by the effectiveness of the adoption of management decisions and government-management reforms.

Undoubtedly, the process of making managerial decisions should be understood as the process of purposeful influence of the subject of public administration representing state power in the form of specially formed bodies and their systems, on the object of management, which is the whole society or part of it (officials who generate managerial ideas and solutions), which results in satisfying the needs of the state and society [7, p. 65].

The administrative and managerial decision of the state body is refracted through the prism of human behaviour, which manifests itself in the preparation, adoption and implementation. Modification of managerial decisions is directly related to the professionalism

of a public servant, the managerial culture of an institution, organization, and institutional body.

In addition, we give the possible options for the stages of making managerial decisions, which are primarily:

- In identifying priority issues and forming an 'agenda'.
- The development and consideration of alternative options for solving public problems.
- In the final choice, formulation and legitimization of the state decision.
- In realization and carrying out in political practice of accepted state decisions.
- In control over the implementation of the decision and 'feedback' with its results.

A common scientific point of view is that public administration is a type of political and administrative management activity. Among all the issues facing the state, the main issue is the staff, first of all, the staff of the leaders. Most scholars regard state administration as an integrative function of socio-political and economic activity. There is an opinion on state administration as an independent system of social relations or a kind of specific activity. However, all scholars are in common in the fact that the nature of management lies in social orientation [8, p. 390].

Management in the literal sense begins when in any interconnections, relations; phenomena and processes, there are conscious interests and knowledge, goals and will, energy and human action. A public servant is often a generator, coordinator and manager of managerial decisions, and public service is a necessary element of all managerial processes in the state. Functions

of a professional public service are not only in solving current organizational issues, but above all in the analysis, evaluation and forecasting of socio-economic and political processes; providing the country's (regional) leadership of objective information about the state of affairs; assessment of alternative options for possible solutions and providing relevant services to politicians, etc. The main functions of management decisions are: directing, providing, organizational, coordinating and stimulating. Stages of the preparation of management decisions are united: the definition of goals (set of tasks); collecting and analysing information about a task to be solved; definition, prediction of the development of the situation and the formation of problems; generation of possible variants of managerial decisions and the formation of their criteria and choice.

At the same time, it should be noted that along with the effectiveness of making managerial decisions, there is a decrease in the professionalism of employees of the management and their formal attitude to official duties. The reasons for such inconveniences are violation of ethics of behaviour, abuse of power by officials and bureaucratic deformation of power. These and other similar problems are covered in theoretical researches of scientists [9, p. 13].

We believe that it is necessary to create certain conditions for the management elite not to become completely corrupt. In particular, it is freedom of speech, an opportunity for the media to disclose facts of violations of democratic norms and procedures that will ensure the openness of power struc-

tures. Moreover, openness involves a social lift for the most capable, talented representatives from different sections of the population, as well as a feedback from the public that is involved in making managerial decisions. Next, we need pluralism and free competition of promising elites of managerial personnel. To date, the system of public administration requires qualitative changes, which are determined by the legislation, political leadership of the state and the professionalism of employees in the field of public administration, which embodied political decisions in life.

A large number of researchers who studied public service paid enough attention to bureaucratic concepts of the functioning and development of the state. This is understandable, since it is impossible to imagine a state without a developed bureaucratic system. At the same time, we emphasize the fact that, unlike bureaucracy as an objective phenomenon of social life, hypertrophied bureaucracy is presently a kind of social disease, a destructive, socially dangerous process, which leads to a reduction in the efficiency of any sphere and the fall living standards of the population.

Bureaucracy ultimately grows into a system of bureaucratic power, based on a combination of formal and informal ties of bureaucracy with the state. It is omnipotent, closed, acting under the laws of the hierarchy and a firm mechanism of power that stands above the law and the will of members of society. This power is transformed into a self-sufficient, functioning organization, based solely on its own interests [10].

The social roots of bureaucracy consist in the peculiarities of the position of this social group in society, in a significant peculiarity of their work. Like any social community, leaders have not common interests with the people, their team, the region only, but also their specific ones. Under certain conditions, the deformation of the entire system of social interests is possible: the apparatus that created to serve society, region, etc. loses a purely official role, concentrates power in its hands and uses them in their own interests only.

We substantiate the essence of the professionalism of the public service personnel in that the replenishment of the staff of the public administration without adequate professional training leads to a significant interest of the bureaucracy in transferring significant attributes to its official role.

Today, the two-fold task is particularly acute: to preserve and strengthen the management apparatus capable of effective work, and at the same time to block bureaucracy. Finally, strict adherence to the rule of law, democratic procedures is required. At the same time, civil society should not lose control over the political situation in society and healthy scepticism in relation to any government.

Accordingly, before the employees in the field of public administration are faced with the task of solving problems at the state level: the dismissal of management personnel from bureaucracy, ensuring a decent standard of living for people and creating the necessary conditions for the formation of civil society. In our opinion, any measures of a purely economic or political nature be-

come successful only in the conditions of a transparent professional growth of a specialist, mobilization of moral and psychological potential of both power structures and civil society, transformation of individual and social consciousness.

Recently, it has to be stated that at the present stage a wide variety of different scientific fields and methods of political research is directed at the processes of social democratic transformations. In scientific literature devoted to issues constructive changes in the public system management, career dynamics of employees in the field of public administration and training of managerial personnel is being given more and more attention. It is important to note that one of the major mistakes of modern state policy is the overwhelming advantage of technocracy over a socially oriented humanitarian component.

The study of sociological concepts allows us to understand the essential problems in society, to identify the factors of innovation development of the reform of the public service. The data of sociological surveys on the career mood of employees in the field of public administration of Ukraine reveals the essence of a successful career, explores the conditions and factors of personal and professional achievements, proves the role of the culture of labour in building a successful career in the public service system, highlights the causes of disharmonization of subordinate relations and the head, identify problems that arise in the process of promoting employees in the field of public administration, etc. According to the results of the Youth of Ukraine 2018 sociological survey, 36,6 % of young people

recognized the '*building of a career*' as the most desirable achievement in life [11]. We believe that sociological dimensions are the necessary means to increase the efficiency of career development, improve the system of public administration, and go to three main directions: the reform of the management structure; improvement of professional level of managerial personnel and definition of the conceptual foundations of administrative management in the conditions of complex democratic transformations of society.

In our view, the issues of organizational efficiency of the public service are extremely relevant for the modern society after the election of the President of Ukraine. The public service should not obey narrow-party interests, serve as separate political leaders. Instead, it should serve the interests of the people, the law and provide national interests. The public service cannot be highly professional and effective if it serves ambitious politicians and is entirely under their influence.

Under the European choice, administrative and public service personnel of the public service are constantly in development and determined, in addition to political and economic factors, the growing role of science in the organization of management, the use of modern information technology, which requires modern training and the formation of a new type of career growth of employees in the field public administration.

The formation of the readiness of management personnel to make decisions in the conditions of democratization of society is becoming of paramount importance. Therefore, raising

personal responsibility and upgrading the administrative culture will positively affect the professional orientation of public administration personnel.

Public administration covers the human personality of the administrator, the internal organization of the manager, the specific features and behaviour of employees in the field of public administration and connection of the administrative subsystem with the political system [12]. The basis of the modern concept of improving the career dynamics of a public servant is the management of public service personnel, which in turn, of course, embodies the growing role of the individual, the moral and psychological qualities of the employee in the field of public administration, knowledge of his motivational guides and orientation to gaining knowledge and their ability use in professional activities. Representatives of management should have high professional skills, innovative thinking, foresight and entrepreneurship [13, p. 72–81].

The most important functions of personnel management should include such as socio-psychological diagnosis; analysis and regulation of group and personal relationships, manager and subordinate relationships, management of social conflicts and stresses; informational support of the control system; employment management; evaluation and selection of candidates for vacant positions; analysis of personnel potential and staffing needs; planning and controlling a business career; professional and socio-psychological adaptation of workers; management of labour motivation and regula-

tion of legal issues of labour relations, etc.

Thus, the constructiveness of changes in the system of public administration, the conditions and factors of innovative development of society directly intersect with the functions of the public service, which is a means of implementing the state policy in the management system. The fulfilment of state policy functions is conditioned by specific actors in the person of public service employees.

One of the most important characteristics of professionalism is a public employee, who is considered a central figure in the management structures. The essence of professionalism lies in the ability of the manager to establish and develop interpersonal contacts, use human resources, diagnose and assess their own career development opportunities.

From the point of view of M. Lukashyevych, *'the changes that have taken place in society raise requirements for management personnel, their professionalism, training and retraining'*. The scientist believes that there are appeared publications on the theory and practice of self-management in management literature of recent years, analysis of which is useful for career growth. The concept and technique of self-management can be used for a business career that is used for *'self-assessment of business qualities as prerequisites for the achievement of success'* [14, p. 220–225].

Thus, scientific approaches to understanding the essence of business careers can determine the classification of government-management decisions, as well as the theoretical preconditions

for the development of an integrative concept, focused on the disclosure of internal mechanisms of *'career dynamics'* and the effectiveness of the behaviour of a public servant. The public service is the organizational force of society, since, by facilitating the administration of the state. It prevents chaos in the country. Obviously, the effectiveness of public administration is closely linked to the performance of public officials. Today, the need to improve the training of public servants is very relevant [15]. It is the professional training of public servants that contributes to their career development and the development of professionalism. It is due to this that the level of professional activity increases, compliance with government-management decisions is achieved, the desired status, which involves a successfully built career and overcoming the challenges of the development of Ukrainian society.

Creation of a new effective public service system requires improvement of approaches to the formation of a modern type of public servant, for which the basic values are self-realization, continuous professional development, professional development and morality, etc.

Conclusions and prospects for further research. According to the guidance of an employee in the field of public administration, the basis for building his career is an individually conscious position that is related to the understanding of the socio-political situation and the choice of the optimal ways of professional growth and career promotion.

The processes of state development and the ways of its solution to the cri-

sis are primarily related to solving the problems of improving the subject-object relations of power in the internal management space and foreign policy relations.

Conducting state and administrative reforms is the most significant part of the problem field of socio-political changes and is today related to the mechanisms of ensuring administrative and public administration. The sectors of the state mechanism, in addition to general legal rules, the special regulatory framework regulating the sphere of public administration overcomes the uncertainty in the formulation of tasks.

In today's Ukraine, the search for a solution to these problems is in the direction of the democratization and preservation of the state (administrative-territorial) system, the integrity of the country and the fight against total corruption and external aggression. We must understand that, within the limits of the professional activity, it is necessary to involve talented people of high moral qualities, emotionally hardy and professionally trained in positions of public authorities.

The professionalism and career dynamics of employees in the field of public administration, as well as public policy in general, should be state by their very nature, goals and principles. Priority among these requirements is the transparency of the career growth of the best, high moral personalities, professionalism, and the choice of effective ways and means for transforming our country into a transparent democratic, social and lawful state in which all rights and freedoms of citizens and decent living conditions will be ensured.

REFERENCES

1. Bakumenko V., Popov S. (2015). Paradyhma innovatsiinoho rozvytku suspilstva: suchasni kontseptsii reformuvannia publichnoho upravlinnia [Paradigm of innovative society development: modern concepts of public administration reform]. *Efektivnist Derzhavnoho Upravlinnia – Efficacy Public Administration*, 43, 21–28. Retrieved from http://www.lvivacademy.com/vidavnitstvo_1/edu_43/fail/4.pdf [in Ukrainian].
2. Zhovnirchuk Ya. F. (2017). Suchasna kadrova polityka v orhanakh derzhavnoi vlady ta orhanakh mistsevoho samovriaduvannia [Modern personnel policy in state authorities and local self government bodies]. *Investyt-sii: praktyka ta dosvid – Investments: practice and experience*, 12, 102–107. Retrieved from http://www.invest-plan.com.ua/pdf/12_2017/21.pdf [in Ukrainian].
3. Honcharuk N. (2006). Planuvannia y rozvytok profesiinoi kariery kerivnoho personalu u sferi derzhavnoi sluzhby [Planning and development of a professional career in management personnel in the field of civil service]. *Aktualni problemy derzhavnoho upravlinnia – Current issues of public administration*, 3 (25), 167–180 [in Ukrainian].
4. Artemenko N. (2008). Planuvannia kariernoho rozvytku derzhavnoho sluzhbovtisia [Planning of career development of a civil servant]. *Visnyk derzhavnoi sluzhby Ukrainy – Bulletin of the Civil Service of Ukraine*, 3, 76–79 [in Ukrainian].
5. Slonovskyi M. V. (2018). Profesionalizm u systemi publichnoho upravlinnia yak osnova rozvytku kadrov publichnoi sluzhby v Ukraini: metodolohichni aspekt [Professionalism in the system of public administration as the basis for the development of public service

- personnel in Ukraine: methodological aspect]. *Teoriia ta praktyka derzhavnoho upravlinnia – Theory and Practice of Public Administration*, 1 (60), 1–7. Retrieved from <http://www.kbuapa.kharkov.ua/e-book/tpdu/2018-1/doc/4/04.pdf> [in Ukrainian].
6. Sokolova T. A. (2010). Pidvyshchennia efektyvnosti derzhavnoi sluzhby – yak vazhlyvyi chynnyk innovatsiino-investytsiinoho rozvytku Ukrainy [Increasing the efficiency of the civil service as an important factor in the innovation and investment development of Ukraine]. *Derzhavne upravlinnia: udoskonalennia ta rozvytok – Public administration: improvement and development*, 9. Retrieved from <http://www.dy.nayka.com.ua/?op=1&z=191> [in Ukrainian].
 7. Bakumenko V. D., Usachenko L. M., Cherviakova O. V. (2013). *Teoretychni zasady derzhavnoho upravlinnia [Theoretical Principles of Public Administration]*. Kyiv: TOV “NVP “Interservis” [in Ukrainian].
 8. Lazor O. D., Lazor O. Ya. (2005). *Derzhavna sluzhba v Ukraini [Civil Service in Ukraine]*. Kyiv: Dakor, KNT [in Ukrainian].
 9. Balabaieva Z. V., Rostianov B. Yu., Roskolotko I. L., et. al. (2008). *Suchasnyi sotsialno-politychnyi ta humanitarnyi roz vyток rehionu [Modern socio-political and humanitarian development of the region]*. Kyiv: NADU [in Ukrainian].
 10. Kolesnikov H. O. (Eds.). (2007). *Menedzherskyi slovnyk [Managerial Dictionary]*. Kyiv: “VD “Profesional” [in Ukrainian].
 11. Rezultaty doslidzhennia “Naikrashchy robotodavets”, provedene kompaniieiu EY v Ukraini, 2017 [Results of the research “The Best Employer”, conducted by EY in Ukraine, 2017]. (2018). *eba.com.ua*. Retrieved from [https://eba.com.ua/najkrashhi-robot-](https://eba.com.ua/najkrashhi-robot-odavtsi-2017-roku-shho-pryvablyuyedosvidchenyh-kandydativ)
 - odavtsi-2017-roku-shho-pryvablyuyedosvidchenyh-kandydativ [in Ukrainian].
 12. Polityko-upravlinska elita. Problemy stanovlennia [Political and management elite. Problems of formation]. (n.d.). *slide-share.ru*. Retrieved from <https://slide-share.ru/1lekc-8-politiko-upravlinska-elita-problemi-stanovlennya-32297> [in Ukrainian].
 13. Kriukov O. I. (2014). Formuvannia i zmin elit v umovakh demokratyzatsii systemy vlady [Formation and change of elites in the conditions of democratization of the system of power]. *Suchasne susp-vo – Modern Society*, 1, 72–81 [in Ukrainian].
 14. Lukashevych O. M. (2014). Hromadianskist dorosloi osobystosti v konteksti yii hromadianskoho rozvytku [Citizenship of the adult person in the context of their civil development]. *Naukovyi visnyk Khersonskoho derzhavnoho universytetu. Seria : Psykholohichni nauky – Scientific Bulletin of the Kherson State University. Series: Psychological Sciences*, 2 (1), 220–225 [in Ukrainian].
 15. Naumenko R. A., Tymtsunyk V. I. (2015). Profesiina kompetentnist derzhavnykh sluzhbovtsiv u konteksti reform v Ukraini [Professional competence of civil servants in the context of reforms in Ukraine]. *Teoriia ta praktyka derzhavnoho upravlinnia i mistsevoho samovriaduvannia – Theory and practice of state administration and local self-government*, 2. Retrieved from www.nbu.gov.ua/UJRN/Ttp-du_2015_2_7 [in Ukrainian].

СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ

1. Бакуменко В., Попов С. Парадигма інноваційного розвитку суспільства: сучасні концепції реформування публічного управління [Електронний

- ресурс]. Режим доступу: http://www.lvivacademy.com/vidavniststvo_1/edu_43/fail/4.pdf
2. *Жовнірчик Я. Ф.* (2017). Сучасна кадрова політика в органах державної влади та органах місцевого самоврядування [Електронний ресурс] // Інвестиції: практика та досвід. № 12. С. 102–107. Режим доступу : http://www.investplan.com.ua/pdf/12_2017/21.pdf
 3. *Гончарук Н.* Планування й розвиток професійної кар'єри керівного персоналу у сфері державної служби / Наталія Гончарук // Актуал. пробл. держ. упр. : зб. наук. пр. Дніпропетровськ : ДРІДУ НАДУ, 2006. Вип. 3 (25). С. 167–180.
 4. *Артеменко Н.* Планування кар'єрного розвитку державного службовця / Н. Артеменко // Вісн. держ. служби України. 2008. № 3. С. 76–79.
 5. *Слоньовський М. В.* Професіоналізм у системі публічного управління як основа розвитку кадрів публічної служби в Україні: методологічний аспект. Теорія та практика державного управління 1(60)/2018 [Електронний ресурс]. Режим доступу : <http://www.kbuapa.kharkov.ua/e-book/tpdu/2018-1/doc/4/04.pdf>
 6. *Соколова Т. А.* Підвищення ефективності державної служби – як важливий чинник інноваційно-інвестиційного розвитку України [Електронний ресурс] / Т. А. Соколова. Режим доступу : <http://www.dyu.nauka.com.ua/?or=1&z=191>
 7. *Бакуменко В. Д., Усаченко Л. М., Червякова О. В.* Теоретичні засади державного управління : навч. посіб. / В. Д. Бакуменко, Л. М. Усаченко, О. В. Червякова ; за заг. ред. Л. М. Усаченко. К. : ТОВ “НВП “Інтерсервіс”, 2013. 174 с.
 8. *Лазор О. Д.* Державна служба в Україні: навч. посіб. / О. Д. Лазор, О. Я. Лазор. К.: Дакор, КНТ, 2005. 472 с.
 9. Сучасний соціально-політичний та гуманітарний розвиток регіону : наук. розробка / авт. кол. : З. В. Балабаєва (наук. кер.), Б. Ю. Ростіянов, І. Л. Росколотько та ін. К. : НАДУ, 2008. С. 13.
 10. Менеджерський словник: навч.-дод. вид. / укладач Г. О. Колесніков. К.: “ВД “Професіонал”, 2007. 11 с.
 11. Результати дослідження “Найкращий роботодавець”, проведене компанією ЕУ в Україні, 2017 [Електронний ресурс]. Режим доступу : <https://eba.com.ua/najkrashhi-robotodavtsi-2017-roku-shho-pryvablyuyedodosvidchenyh-kandydativ>
 12. Політико-управлінська еліта. Проблеми становлення [Електронний ресурс]. Режим доступу : <https://slide-share.ru/1lekc-8-politiko-upravlinska-elita-problemi-standovlennya-32297>
 13. *Крюков О. І.* Формування і змін еліт в умовах демократизації системи влади / О. І. Крюков // Сучасне сусп.-во. 2014. Вип. 1. С. 72–81.
 14. *Лукашевич О. М.* Громадянськість дорослої особистості в контексті її громадянського розвитку / О. М. Лукашевич // Наук. вісн. Херсонського держ. ун-ту. Серія : Психологічні науки. 2014. Вип. 2 (1). С. 220–225.
 15. *Науменко Р. А.* Професійна компетентність державних службовців у контексті реформ в Україні [Електронний ресурс] / Р. А. Науменко, В. І. Тимцуник // Теорія та практика державного управління і місцевого самоврядування. 2015. № 2. Режим доступу : www.nbuv.gov.ua/UJRN/Tpdu_2015_2_7

Conditions of publication in the collection “PUBLIC MANAGEMENT”

With the purpose of verification of the compliance with the requirements for the design of a scientific article of the Ministry of Education and Science of Ukraine and the scientific and metric database “Scopus”, it necessarily undergoes a preliminary review procedure that includes: procedures for internal, external peer review and verification of compliance with the rules of publishing ethics.

Article, Application, Information about the author, photo and receipt of payment for translation of the article into English are sent to the e-mail address: irina_pravo@ukr.net. Samples of the Statement and Information about the author(s) can be downloaded by links: Samples of the Statement, Information.

In order to include the collection “Public management” in such authoritative world science-based, bibliographic and reference databases as SciVerse Scopus and Web of Science, the collection is published in two languages (the original and in English). In print version in English, and in the electronic version – in Ukrainian (placed on the site of the public scientific organization “All-Ukrainian Assembly of Doctors of Sciences for Public Administration” <http://vadnd.org.ua/ua/collection/>). Under the condition that the article is submitted to the collection in two languages – the publication of the article is free, and in the absence of an English translation it will cost the author 85 UAH. – for 2000 characters, for the purpose of its professional translation into English. The editors reserve the right to edit the articles. The amount and requisites for payment for the translation of the article into English will be sent to the author (s), only after the article has been edited by the editorial board of the collection.

An indispensable condition for the publication of an article in the collection is the instructions, by each author, in Information about authors, personal numbers in the ORCID system (<https://orcid.org/register>) and Web of Science Reseracher ID (<http://www.researcherid.com/SelfRegistration.action>).

The file name with the electronic version of the article must necessarily contain the author's surname and name. The article is printed with the author's photo, which must be sent to the editorial office in a separate file in electronic format (in the image format.jpg), good quality, informal (preferably documentary, or office), not less than 800 Kb, 10 × 12 cm in size.

The structure of the scientific article (according to the requirements of VAK):

- UDC index in the upper left corner of the sheet (Times New Roman, 14 pt., Italic);
- an empty string (Times New Roman, 14 pt.);
- Full name of the author (co-authors, not more than three), academic degree, academic title, position, place of work, address of the place of work with indication of the postal code, e-mail of the author, contact phone, width, in the language of the article (Times New Roman, 14 Fri.);
- ORCID, in the lower right corner of the sheet (Times New Roman, 14 pt., Italics);
- an empty string (Times New Roman, 14 pt.);
- title of the article – in capital letters, centered, in the language of the article (Times New Roman, 14 pt., Bold). The title of the article is submitted without the use of highly specialized abbreviations, a dot at the end of the title is not put;
- an empty string (Times New Roman, 14 pt.);
- Abstract (1800–2000 characters), in the language of the article (Times New Roman, 14 pt.);
- an empty string (Times New Roman, 14 pt.);
- Keywords (3–10 words), in the language of the article (Times New Roman, 14 pt.).

**SPECIFIED INFORMATION IS PROVIDED BY THE SEPERAT BLOCKS
IN UKRAINIAN, RUSSIAN AND ENGLISH LANGUAGES.**

- an empty string (Times New Roman, 14 pt., Bold);

- Statement of the problem (Times New Roman, 14 pt., Bold);
- Analysis of recent studies and publications (Times New Roman, 14 pt., Bold);
- Formulation of the purposes of the article (Times New Roman, 14 pt., Bold);
- Statement of the main material (Times New Roman, 14 pt., Bold);
- Conclusions and prospects for further research (Times New Roman, 14 pt., Bold);
- List of sources used (Times New Roman, 14 pt., Bold).

Design of the scientific article:

- all the statistical data must be backed up by the references on the source;
 - all quotes must be ended by the references on the source;
 - links on books and on non-fiction literature are undesirable;
 - links on own posts are not desirable and allowed only in case of urgent needs;
 - links on our magazine “with courtesy” is also undesirable and does not accelerate the adoption of articles in print in any way;
 - if in the review of the literature review or hereafter refer you recall on the name of scientist — his publication must be published in the general list of literature after the article;
 - second citation is not allowed! If you quote Kotler than the link must be exactly on Kotler, not on the author, who read Kotler;
 - in formulas only generally accepted characters are used;
 - table should be numbered, each should have a name;
 - in text generally accepted terms and terms that are often found should be given by the acronym (in the first time decoding is obligatory);
 - all pictures and graphics should be numbered and have a name;
 - format A4, font “Times New Roman”, font size — 14, line spacing — 1,5; Settings page (banks) — 2 cm on all sides;
 - minimum amount of articles — 8 th. characters with spaces, maximum — 34 thousand (Article optimal size — 20–24 thousand characters);
 - all text objects should be built with the use of Microsoft Word (Microsoft Excel Chart, Microsoft Equation etc.). In constructing graphs keep in mind that Design of the references:
1. Literary sources that are cited should be numbered in the order with the reference to them in the text. Attribution is given in brackets, for example: “... we know from [4]. ... “or” ... considered in [4, p. 203] ...”.
 2. References are given at the end of the article under the appeal procedure by the text in the original language and in accordance with GOST 7.1: 2006 “Система стандартів з інформації, бібліотечної та видавничої справи. Бібліографічний запис. Бібліографічний опис. Загальні вимоги та правила складання”.
 3. The List of Literature in English must be designed according to the international bibliographic standard APA (<http://www.bibme.org/citation-guide/apa/>). If scientific work is written in a language that uses the Cyrillic alphabet, its bibliographic description should be transliterated in Latin letters. After the work's title in Latin letters indicate English translation in parentheses. In case of necessity it is possible to render services in writing the List of Literature in English. Service cost — UAH 8 per 1 source.

Article is accepted for consideration and transmitted to the internal review only with full documentation and full copyright data. Editorial reserves the right to edit and slight reductions, while maintaining as main conclusions and the author's style. Position of the redaction g may not necessarily reflect the opinion of the individual author expressed in the article. All articles are placed on a paid basis. The average waiting time of publication (from the date of filing to the date of publication) — an average of 3–6 months (depending on seasonal load). Article of the authors, that have arrears shall be taken only after the repayment of debt.

More information about the collection can be found at: <http://vadnd.org.ua/ua/general-information/>

Scientific publications

PUBLIC MANAGEMENT

Nº 5 (20) — December 2019

Signed in print 12.12.19. Format 70×100¹/₁₆.
Conditional drukaski sheet 20,32. Accounting and publishing sheets 17,06.
Edition 300 copies