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**THEORETICAL AND METHODOLOGICAL SUBSTANTIATION OF
SCIENTIFIC DEFINITIONS «PUBLIC ADMINISTRATION» AND
«STATE POLICY»**

The article provides a theoretical and methodological substantiation of the scientific categories "public administration" and "public policy". Different scientific views on the definition of scientific categories "public administration" and "public policy" are considered. Different methodological approaches to determining the nature, content and differences of scientific categories "public administration" and "public policy" are highlighted. The definition of the essence and content of the scientific categories "public

administration" and "public policy" was further developed.

***Key words:** public administration, public policy, sustainable development, public administration system, formation and implementation of public policy.*

Problem setting. Ukraine's Sustainable Development Strategy until 2030 focuses on the vectors defined in the Ukraine 2020 Sustainable Development Strategy, namely: vector of development - ensuring sustainable development of the country, carrying out structural reforms, ensuring economic growth in an environmentally friendly way, creating favorable conditions for economic activities; security vector - ensuring the security of the state, business and citizens, security of investments and private property, ensuring peace and protection of borders, fair and impartial justice, immediate cleansing of power at all levels and ensuring the implementation of effective mechanisms to combat corruption; vector of responsibility - providing guarantees to every citizen, regardless of race, color, political, religious and other beliefs, gender, ethnic and social origin, property status, place of residence, language or other characteristics, to have access to high quality education, health care system. I and other services in the public and private sectors; vector of pride - ensuring mutual respect and tolerance in society, pride in one's own state, its history, culture, science, sports [12].

Therefore, the state policy of Ukraine in modern conditions is designed to ensure further reform of all spheres of public life in the context of ensuring an appropriate level of socio-economic development of the country and high European living standards. This indicates the unconditional relevance of substantiating the theoretical and methodological foundations of public administration and the formation of appropriate public policy.

Recent research and publications analysis. Such scientists as Artyomov I., Bakumenko V., Bondarenko V., Vashchuk O., Viter D., Zagainova L., Kazakevich O., Krivonogova A., Rudenko O. and other are studied the theoretical and methodological foundations of public administration, studied the peculiarities of the formation and implementation of public policy.

However, many questions concerning the definition of the essence and content of the scientific categories "public administration" and "public policy" in the current

challenges remain insufficiently studied.

Paper objective. The purpose of the article is to determine the essence and content of the scientific categories "public administration" and "public policy" in the current challenges.

Paper main body. For Ukraine, as an integral part of Europe, the need to form and implement a relevant state policy of European integration has long been a necessary prerequisite for further socio-economic development of the country and building a welfare state in the medium term.

Under the influence of social management, purposeful influence of people on their own social, collective and group life, which consists of two types: self-regulation of society (direct management); public administration (through specially created state structures) is social development.

Korzhenko V. believes that development is a special type of irreversible, translational, purposeful changes of complex system objects, which is associated with their structural and functional renewal, improvement, growth, improvement, transformation into "their" qualitatively new [8].

According to Mikhnenko A., development is a multidimensional process of transition from one state to another, more perfect. Depending on the object, development can be: social, political, economic, social, spiritual, cultural, mental, technical [9].

Hence, in our opinion, the vector of public administration development should be focused on entering the trajectory of sustainable (socio-economic and environmental) growth of Ukraine, and this should be the basis for the formation and implementation of appropriate public policy in all spheres of public life.

In the context of the study of theoretical and methodological principles of public administration, the peculiarities of the formation and implementation of public policy in modern conditions, we consider various scientific views and methodological approaches to determining its main categories and definitions of their essence and content.

Thus, according to Bondarenko V., quite often public administration is considered in the narrow sense of the term - as the development, implementation, coordination,

monitoring and evaluation of government integration policy. Therefore, he proposes to move away from a narrow understanding of the scientific category of public administration and apply a "broad" view of public administration as active government measures aimed at comprehensive and systematic reform of public administration, its europeanization and adaptation to functioning in the European space. After all, in European discourse, the concept of "public administration" covers three dimensions, which correspond to three English terms: governance, management and administration. And the effectiveness of the system of public administration, consistency, harmony and coherence of public policy are possible only if all three dimensions are consistently, harmoniously and coherently interconnected. In this case, the concept of integrated public administration (joined up government) operates in a synergetic mode, which is essential for effective coordination and effective implementation of public policy, especially its priorities, such as European integration. European integration is accompanied by processes of Europeanization of public administration - the EU's influence on structures, institutions and national public policy and the adaptation of national norms, standards, rules and procedures to formal or informal EU standards covering various areas: law, economics, political systems, environment, organization of state civil and military service, decision-making processes and state policy development [4].

Knyazev V. and Bakumenko V. believe that public administration is a purposeful organizational, regulatory and controlling influence of the subject of public administration on the object of public administration through the introduction of public policy developed by the political system and enshrined in law, through activities public authorities endowed with the necessary competence [7].

To study the problems of public administration, a methodology of system approach is used, which allows to analyze any object or phenomenon, as a system in the unity of all its components, which continuously interact, both with each other and with the external environment.

In public administration, both the subject and the object of managerial influence is a person. The specificity of public administration as a type of government is that it relies

on power - the organizational force of society, capable of coercion and extends its influence throughout society.

The subject of public administration is a body of state power, a body of local self-government or an official who is empowered to carry out public administration.

The object of public administration in accordance with the organizational and structural criteria are formally defined structures (region, city, district, enterprise), and the functional criterion - activities [7].

The above analysis of different scientific views and methodological approaches to defining the categories of "public administration" allows us to approach our own definition of this concept.

We believe that public administration is the influence of the subject of public administration on the object of public administration in order to fulfill the goals and objectives of society in the field of human rights, freedoms, security and society as a whole.

Complex and contradictory processes of modern social transformations and the need to overcome the crisis in the economy require appropriate influence of the state and a clear system of socio-economic management through the formation and implementation of effective public policy.

Public policy can be seen as a mechanism for using regulatory instruments to achieve national interests. This policy consists of two main aspects - theoretical and practical.

The theoretical aspect of public policy involves a systematic scientific study of methods, actions and measures aimed at ensuring and supporting the most effective development of the country.

The practical aspect of public policy is related to the development of a system of specific measures for the influence of the state on social development, which, in turn, involves the disclosure of the essence of the mechanism of policy formation and implementation in relevant areas of public life.

The essence and content of the scientific definition of "public policy" is

theoretically debatable and one that is ambiguously interpreted in foreign and Ukrainian science.

Thus, the team of authors of the National Academy of Public Administration under the President of Ukraine in the scientific work "State Policy" defines this concept as "a set of value goals, public administration measures, decisions and actions, the implementation of public policy decisions (goals set by government) and systems of state management of the country's development" [6].

The authors of the encyclopedic dictionary of public administration note that "public policy is the actions of the system of public authorities in accordance with certain goals, directions, principles for solving a set of interrelated problems in a particular sphere of public activity" [8].

The team of scientists of the Institute of State Building and Local Self-Government of the Academy of Pedagogical Sciences of Ukraine, under public policy (direction of public policy) understands the actions (or inaction) of public authorities in accordance with predetermined goals, directions and principles in the sphere of public administration [10].

Bakumenko V. and Nadolishniy P. define state policy as a direction of "state activity to determine and achieve socially significant goals of society or its individual spheres" [1].

Bielska T. believes that public policy is a set of intentions, public administration decisions, tools for their implementation and monitoring of implementation, implemented with the participation of key actors (authorities, business representatives, civil society institutions) [2].

English scholars B. Hogwood and L. Hahn argue that public policy must be distinguished from the daily decisions made by public authorities [5].

Canadian political scientist L. Pal defines it as "the direction of action or refrain from it, chosen by government agencies to solve a particular or a set of interrelated problems" [11].

Other foreign researchers E. Young and L. Quinn suggest considering public policy

in its following aspects:

- public policy is an action carried out by a government body that has the legislative, political and financial authority to do so;
- public policy is a reaction of the state to real life needs or problems, ie such a policy tries to respond to specific needs or problems of society or social groups, such as citizens, non-governmental organizations or authorities;
- public policy is goal-oriented, ie it tries to achieve several defined goals in an attempt to solve or consider certain problems or needs in a particular society;
- public policy is a course of action, ie not one specific decision, action or reaction, but a carefully designed approach or strategy;
- public policy is a decision to do something or a decision not to do anything, which means that a certain policy can lead to action in an attempt to solve the problem or be based on the belief that the problem will be solved within the current policy, ie not lead to no action;
- public policy is carried out by one or a group of authors, ie the policy can be implemented by one government official or authority or many players public policy involves justification of actions, ie, usually contains an explanation of the logic on which it is based;
- public policy is a decision that has already been made, not an intention or promise [14].

Public policy is a set of forms, methods, principles and tools by which the state influences the activities of economic entities and market conditions in order to create appropriate conditions for the functioning of the market and solve socio-economic problems of society [3].

The above analysis of different scientific views and methodological approaches to defining the category of "public policy" allows us to approach our own definition of this concept.

In our opinion, public policy is a legally enshrined activity of public authorities and local governments through a set of mechanisms and tools for its formation and

implementation for adaptation and implementation of national laws, regulations that cover various spheres of public life for competitive sustainable development countries and increase the welfare of the population.

The formation and implementation of public policy is a continuous, dynamic process of achieving the set goals, in which various public authorities and civil society institutions participate. Implementation begins immediately after the approval and legitimation of public policy or a separate program and is the main activity of public authorities.

In general, the formation and implementation of public policy is carried out in four stages: the definition of social problems and policy goals (policy initiation); development and legitimation of state policy (policy formation); implementation and monitoring of state policy (policy implementation); evaluation and adjustment (if necessary) of public policy (policy evaluation).

The methodology of formation and implementation of state policy is based on certain approaches, principles and involves the logic of managing the socio-economic development of the country. The market mechanism and state policy are in dialectical unity. Rational synthesis of an effective market mechanism and public policy makes it possible to solve the main social and economic problems of society, market and strategic goals. The unity of state policy and market self-regulation ensures the coordination of the interests of all actors in the implementation of socio-economic goals of society.

The methodology of public policy research requires the use of a full range of general scientific and empirical methods. General scientific research methods include analysis, synthesis, induction, deduction, analogy, modeling, abstraction, concretization, systems analysis [13; 15].

It is also necessary to use a set of different methods of factual and expert methods that allow analytical data to make certain scientific generalizations about economic policy in the future. The use of these methods, scientific research and forecasting is appropriate and necessary because the current realities of economic development are characterized by the transformation of internal and external development priorities.

Thus, public policy is a strategy of purposeful influence on social development, creation of conditions and improvement of directions of social-economic-ecological development according to a certain social system. In addition, the essence of public policy should not be reduced only to a set of methods and levers of managerial influence on social processes. The managerial influence of the state includes not only regulation, but also organization, planning and control, so the basis of public policy should be to determine the purpose of society, specific functions of each element of the public administration system to achieve this goal and their effective interaction.

Conclusions of the research and perspective of further development in this direction. Thus, on the basis of research it can be concluded that only if the state level provides appropriate goals and principles and theoretical and methodological foundations of public administration and the formation and implementation of relevant public policy, additional opportunities will open up to meet the needs of society in sustainable socio-economic development of the country, guarantees of state sovereignty, issues of ensuring high living standards of the population of Ukraine, which will be the subject of further research.

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