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DEAR AUTHORS, READERS AND FOUNDERS OF THE COLLECTION “PUBLIC MANAGEMENT”!

I am glad to the opportunity to congratulate you and the whole staff of the collection “Public management” with the release of the next issue. It is always a pleasure to keep a publication that is not only a source of scientific information, competent assessments and serious analytics, but also introduces the life of the state-management community. Due to this, the collection has earned a reputation as one of the leading in Ukraine for highlighting the topical issues of public administration, civil service, the interaction of state authorities and the public. It is nice that on the pages of the publication there is an atmosphere of benevolent competition and discussion partnership.

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ity, new achievements, creative successes and interesting projects, and to editorial staff – good health, well-being and happiness. I sincerely hope to continue and strengthen our fruitful cooperation.

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of Educational Sciences of Ukraine**

T. V. Motrenko

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Congratulating once again with the release of the collection, I wish the editorial board, the whole team of fresh ideas and interesting finds, new authors and readers. Health to you, happiness and well-being, dear colleagues, further creative success!

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

A handwritten signature in dark ink, appearing to read 'Y. O. Romanenko', written over a faint, illegible background.

Y. O. Romanenko

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ESSENCE AND SPECIFICITY OF MODERN STATE CULTURAL POLICY

Annotation. The article deals with consideration the essence and specificity of modern state cultural policy. It is proved that cultural policy is an activity connected with the formation and coordination of social mechanisms and conditions of cultural activity of the population as a whole, and of all its groups, oriented on the development of creative, cultural and recreational needs as mechanisms of formation and harmonization of the conditions of cultural activity are allocated legal, economic and organizational conditions.

As a result of the generalization, it is determined that at present the function of the transmission of socio-cultural values is carried out by cultural institutions and mass media, with the latter doing it more effectively; institutions of culture and art have lost their monopoly in attracting people to the best cultural values; they have to share this role with private libraries, television, computer equipment

and the Internet; cultural-creative and other processes of active activity of the population to a large extent take place outside the institutions and organizations of the institutional system of culture.

The main bodies, implementing the cultural policy of the state, are cultural institutions. The latter are relatively clearly divided into state institutions, budget-bound for the fulfilment of the main tasks of the cultural policy of the state, formulated in the Constitution of Ukraine and other legal acts.

Non-state institutions dealing with the development of artistic activity are creative unions and associations, architectural, artistic and restoration workshops, film studios and film rental establishments. That is, the distinctive features of the subject of state governance of socio-cultural processes are as follows: the ability to influence state legal acts; financing of the tasks of cultural policy from the state budget; and solving the tasks of cultural policy through state legal and economic mechanisms only.

The function of state management of culture does not include the tasks of general socio-cultural regulation of people's lives, the formation of customs and traditions, direct artistic creativity, leadership activities of creative unions, etc. The management of culture at the state level should mainly model the mechanisms of the natural civilization process, act within framework of its social laws and only to stimulate the accelerated development of society in the direction in which it is itself objectively moving.

Keywords: culture, cultural policy, state, public administration, cultural institutions, social and cultural activities.

СУТНІСТЬ І СПЕЦИФІКА СУЧАСНОЇ ДЕРЖАВНОЇ КУЛЬТУРНОЇ ПОЛІТИКИ

Анотація. Розглянуто сутність і специфіку сучасної державної культурної політики. Доведено, що культурна політика — це діяльність, пов'язана з формуванням та узгодженням соціальних механізмів і умов культурної активності як населення загалом, так і всіх його груп, орієнтованих на розвиток творчих, культурних і рекреаційних потреб. Механізмами формування і узгодження умов культурної діяльності виокремлюють правовий, економічний та організаційний.

Визначено, що нині функцію соціокультурних цінностей виконують установи культури і засоби масової комунікації, причому другі це роблять ефективніше. Установи культури і мистецтва втратили свою монополію на залучення людини до кращих цінностей культури, цю роль їм доводиться ділити з особистими бібліотеками, телебаченням, комп'ютерною технікою та мережею Інтернет. Культуро-творчі та інші процеси активної діяльності населення значною мірою протікають поза установ і організацій інституційної системи культури.

Основними органами, що реалізують культурну політику держави, є культурні інститути. Останні порівняно чітко поділяються на державні інститути, бюджетно прив'язані до виконання основних завдань куль-

турної політики держави, сформульованих у Конституції України, інших правових актах.

Недержавними інститутами, що вирішують питання розвитку художньої діяльності, є творчі спілки та об'єднання, архітектурні, художні та реставраційні майстерні, кіностудії та кінопрокатні установи. Тобто, відмітними особливостями суб'єкта державного управління соціокультурними процесами є: можливість впливати через державні нормативно-правові акти; фінансування на вирішення завдань культурної політики з державного бюджету; вирішення завдань культурної політики тільки через державні правові та економічні механізми.

До функцій державного управління культурою не входять завдання загальної соціокультурної регуляції життя людей, формування звичаїв і традицій, безпосередньої художньої творчості, керівництво діяльністю творчих спілок та ін. Управління культурою на рівні держави має в основному моделювати механізми природного цивілізаційного процесу, діяти в межах його соціальних законів і лише стимулювати прискорений розвиток суспільства в тому напрямі, в якому воно саме по собі об'єктивно рухається.

Ключові слова: культура, культурна політика, держава, державне управління, установи культури, соціально-культурна діяльність.

СУЩНОСТЬ И СПЕЦИФИКА СОВРЕМЕННОЙ ГОСУДАРСТВЕННОЙ КУЛЬТУРНОЙ ПОЛИТИКИ

Аннотация. Рассмотрена сущность и специфика современной государственной культурной политики. Доказано, что культурная политика — это деятельность, связанная с формированием и согласованием социальных механизмов и условий культурной активности как населения в целом, так и всех его групп, ориентированных на развитие творческих, культурных и рекреационных потребностей. В качестве механизмов формирования и согласования условий культурной деятельности выделяются правовые, экономические и организационные.

Определено, что в настоящее время функцию социокультурных ценностей выполняют учреждения культуры и средства массовой коммуникации, причем вторые это делают эффективнее. Учреждения культуры и искусства утратили свою монополию на приобщение человека к лучшим ценностям культуры, эту роль им приходится делить с личными библиотеками, телевидением, компьютерной техникой и сетью Интернет. Культурно-творческие и другие процессы активной деятельности населения в значительной мере протекают вне учреждений и организаций институциональной системы культуры.

Основными органами, реализующими культурную политику государства, являются культурные институты. Последние сравнительно четко разделяются на государственные институты, бюджетно привязаны к выполнению основных задач культурной политики государства, сформулированных в Конституции, других правовых актах.

Негосударственными институтами, решающими вопросы развития художественной деятельности, являются творческие союзы и объединения, архитектурные, художественные и реставрационные мастерские, киностудии и кинопрокатные учреждения. То есть, отличительными особенностями субъекта государственного управления социокультурными процессами являются: возможность влиять с помощью государственных нормативно-правовых актов; финансирование на решение задач культурной политики из государственного бюджета; решение задач культурной политики только через государственные правовые и экономические механизмы.

В функции государственного управления культурой не входят задачи общей социокультурной регуляции жизни людей, формирование обычаев и традиций, непосредственное художественное творчество, руководство деятельностью творческих союзов и т. п. Управление культурой на уровне государства должно в основном моделировать механизмы естественного цивилизационного процесса, действовать в рамках его социальных законов и лишь стимулировать ускоренное развитие общества в том направлении, в котором оно само по себе объективно движется.

Ключевые слова: культура, культурная политика, государство, государственное управление, учреждения культуры, социально-культурная деятельность.

Problem statement. In the literature, domestic and foreign, the opinion is often expressed that the culture of less than other spheres of public life is subject to institutional ordering and public administration. More often than others, such opinion is expressed by the creators themselves of cultural values. Due to the special role of creativity in socio-cultural processes, culture, above all, is connected with the individual activity of artists and thinkers, writers and artists, which does not fit into attempts to regulate it.

The other side insistently emphasizes that the state plays an important role in the functioning and development of culture. Ensuring the general social functions of the state is the most important precondition of culture, without which society is manifested

in the power of spontaneous development, the actions of local forces and local interests. The state also acts as an important 'customer' and 'sponsor', supporting cultural activities financially or through the provision of privileges.

Yet the state is a special sphere of life of society, acting on its own laws and lives its interests. Neither the essence nor the dynamics of the state coincides directly with the dynamics of culture, between them the usual frictions and conflicts in which the state temporarily can take the upper hand, but, having its own potencies, culture is in most cases more durable.

Analysis of recent researches and publications. Theoretical foundations of state cultural policy are highlighted in the works of both foreign

and domestic scientists. The following scientists, namely: O. Butnyk [1], L. Vostriakov [2], Yu. Vdovenko [2], O. Hrytsenko [3], I. Ihyatcheyko [10], and A. Dehtiar [8], O. Dehtiar [8], A. Zaitseva [5], O. Kravchenko [9], O. Kopiiivska [7], V. Malimin [6], S. Ovcharenko [4] and others have made a significant contribution to the study of the peculiarities of the state's influence on the sphere of culture. However, despite numerous studies, the specifics of managerial relations in the field of culture and ways of improving the state cultural policy remain insufficiently highlighted.

Formulating the goals of the article. The purpose of this article is to determine the essence and specificity of contemporary state cultural policy and to provide suggestions for its improvement.

Presentation of the main research material. With the beginning of market and democratic reforms in Ukraine, the role of the state in the management of culture has dramatically made weaker, decentralization has become an unconscious consequence of the new cultural policy, and evidence of the economic and political weakness of the state and the faith of the reformers that the market itself will regulate everything. In the beginning of the 21st century, the contours of a new cultural policy based on the understanding of the need for decentralization of cultural management, the development of diversity and the open competition of different areas of cultural development, the transition from policy and administrative to indirect, democratic methods of governance began to emerge in Ukraine only.

Each of these controversial points of view has the right to exist, but this right is justified only in a concrete historical context. Truth, as always, lies in the middle. When the state is economically weakened, the support of culture is rather limited, and therefore, selective. Cultural management begins to be limited to the distribution of scanty budget funds, often based on political lobbyism, or even the utility or incompetence of an official.

That is, the effectiveness of public administration of culture is influenced not only by an objective factor, but also by a subjective one, so in management is the activity of the subject of management to ensure the optimal functioning and development of the system, the activities of, first of all, those people, who are competent and empowered to make decisions [1, p. 91].

Another area of the problems that the modern science of public administration began to develop relatively recently is a topic of cultural policy. This is largely due to the methodological lack of elaboration of many important for a unified understanding of the essence of this topic.

To date, the literature does not have a clear understanding of what is cultural policy. Despite the fact that the very concept of '*cultural policy*' is firmly in use, its specific content is still uncertain. Meanwhile, without defining the concept of '*cultural policy*', we will not be able to solve the problem of the mechanisms of its formation and implementation. An attempt to outline the boundaries of this concept was made by L. Vostriakov [2, p. 64], assuming the concept of '*politics*' as the sphere of human activity in which the

struggle for power takes place. When it comes to the struggle for the power of regional elites, attempts to preserve economic and political power in confronting the state elites in conditions of unification and centralization are rather complicated. The right is still subject to political expediency. The sphere of culture is perhaps the only area where political confrontation is not doomed to the mutual destruction of the parties.

In principle, politics is not all struggle for power, but one that is subject to certain norms and rules of the political game and adopted in this community. Distinctive feature of the political struggle is the desire to legitimize, that is, the provision of their claim to legitimate grounds and the acquisition of influence on state institutions of power [3, p. 15].

S. Ovcharenko considers cultural policy as a complex of measures for the artificial regulation of tendencies in the development of spiritual and value aspects of social life. Reflecting on the limits of state interference in the management of socio-cultural processes, the author proposes to first differentiate the state cultural policy and the operational management of current cultural creative processes as two different levels of strategy and tactics of management activities [4, p. 64].

Cultural policy is a set of scientifically grounded views and measures on comprehensive socio-cultural modernization of society and structural reforms throughout the system of cultural and creative institutions, as a system of new proportional principles of state and social components of social

and cultural life, as a set of measures for the timely establishment of scientific and educational provision of these principles, purposeful training for skilled regulation of socio-cultural processes of tomorrow, and most importantly as a meaningful adjustment of the overall content of national culture. Managing the current culture of creative processes is a set of operational actions to address the urgent existing problems of cultural and creative institutions, designed to provide enhanced reproduction of actual cultural forms within the financial resources, staffing, tools and technologies available to the state to date.

A. Zaitseva defines cultural policy as a line of behaviour and actions of the subject who has the ability to influence something [5, p. 34]. One way or another, this is the subject's activity in relation to culture, aimed at regulating the processes of production, storage, distribution and consumption of cultural property.

In our opinion, cultural policy is an activity associated with the formation and coordination of social mechanisms and the conditions of cultural activity, both for the population as a whole, and for all its groups, focused on the development of creative, cultural and recreational needs as mechanisms of formation and harmonization of the conditions of cultural activity are allocated legal, economic and organizational conditions.

A large number of works have appeared, fully or partially devoted to theoretical problems of cultural development [6], problems of the development of a new model for the regulation of cultural processes [7] summarizing

the research may highlight the following three important points:

(1) Currently, the functions of transmission of socio-cultural values are carried out by cultural institutions and mass media, with the latter doing it more effectively;

(2) Cultural and art institutions have lost their monopoly on attracting people to the best cultural values; they have to share this role with private libraries, television, computer equipment and the Internet network;

(3) Cultural-creative and other processes of active activity of the population to a large extent proceed outside institutions and organizations of the institutional system of culture.

Regarding the competences of state culture management, it is necessary to dwell on the peculiarities of object-subjective interaction in this sphere. From the standpoint of Sociocybernetics, which has constructed a formal model of this process, management is a special form of interaction of specifically organized, complex and connected with each other formations: controlling and controlled, which separately are not such. Management consists in the fact that the subject of his directed effects controls the state of the controlled object, induces him to change their parameters to achieve predetermined results of the subject. In turn, the object acts on the subject and contributes to the fulfilment of his role in the management process [8, p. 94].

In totalitarian social and political systems, the state as a sole subject of social control fully set the parameters of the necessary changes, determined the goals and nature of the results, necessary from the point of view of the

party-state elite. In a democratic society, as a self-governing system, the object of management does not passively perceive managerial influences, but actively influences itself on the subject of management, inducing, or even forcing, the adoption of the necessary object of the decision. The development and functioning of managerial relations in the field of culture has a special peculiarity, the conscious beginning causes here not only the purposefulness of the actions of the subject of control, but also the activity of the controlled object. The latter is not a passive '*perception*' of the managerial influence of the subject, but acts as an active, full participant in managerial processes, inducing and forcing the managerial components to make certain decisions [9, p. 103]. The more developed the social activity of creative workers, consumers of cultural values, the more insistent they are able to defend their interests and influence the adoption of managerial decisions concerning the financing of the cultural sphere, the right to use cultural monuments and taxation, etc. The more reason it is possible to talk about transforming management objects into subjects of cultural management. In the absence of such active actors in the field of culture, the process of implementing the program must be carried out with the direct participation and under the control of the state cultural management bodies [10].

In general, cultural management is the interaction of managers and managed entities aimed at regulating the implementation of cultural policy. Actually this process is the subject of science of public administration [11, p. 51].

The specificity of managerial relations in the sphere of culture determines the limits of state interference in socio-cultural processes. And, above all, the fact that in addition to state authorities, the subjects of management of culture include non-state institutions. It would be a mistake to limit understanding of the subject by only one state and its management bodies. An entity that implements cultural policy is primarily a society that is only corrected by state authorities. Being simultaneously the object and subject of cultural policy, society acts as a socio-cultural system, self-organizing and self-evolving, continuously adapting to the changing conditions of life (primarily the change in their cultural and value orientation, in many ways stimulating and changing utilitarian social needs, which are determined not least by considerations of social prestige, fashion and ideological values, etc.).

The main bodies implementing the cultural policy of the state are cultural institutions. The latter are relatively clearly divided into state institutions, budget-bound for the fulfilment of the main tasks of the cultural policy of the state, formulated in the Constitution of Ukraine, and other legal acts. For example, institutions dealing with issues of collecting and preserving cultural heritage are libraries, archives, diverse museums, state historical and cultural reserves, etc. Non-state institutions that deal with the development of artistic activities are creative unions and associations, architectural, artistic and restoration workshops, film studios and film rental establishments. In addition to state-owned, there were private theatres (dramatic and musical),

concert structures, circuses, as well as books publishing and booksellers. There were non-state secondary and higher educational establishments of the artistic profile, etc. in the regions of Ukraine. Not all listed cultural institutions are administratively subordinated to the Ministry of Culture of Ukraine and are centrally governed by it; in particular, architecture, cinema, literature and book publishing set are non-state structures. However, the states retained the right to license and control the activities of all non-governmental sector cultural institutions without exception.

The function of state management of culture does not include the tasks of general socio-cultural regulation of people's lives, the formation of customs and traditions, direct artistic creativity and leadership activities of creative unions, etc. The management of culture at the state level should mainly model the mechanisms of the natural civilization process, act within framework of its social laws and only to stimulate the accelerated development of society in the direction in which it is itself objectively moving. The experience of history shows that attempts to artificially change this natural direction of development, to impose a speculative model of its evolution on society, did not end with anything good for society. If management is a purposeful activity, who will take on the function of setting the goal for society? This was an attempt in domestic history, but the current Constitution of Ukraine prohibits the existence of state ideology.

Of course, the overwhelming part of the various processes of cultural life of society proceeds spontaneously,

subject only to the deeper laws of social self-organization of people in their collective life. At the same time, some components of this set process are subjected to reasonable and purposeful regulation, and stimulation of some tendencies and curtailment of others, etc., carried out from the standpoint of vision and understanding of the strategic ways in which this civilization moves. The set of these measures on the artificial regulation of tendencies in the development of spiritual and value aspects of social life and can be called '*cultural policy*'.

That is, the distinctive features of the subject of state governance of socio-cultural processes are: the ability to influence state legal acts; financing of the tasks of cultural policy from the state budget; solving the tasks of cultural policy only through state legal and economic mechanisms.

Often in practice, state support for culture is perceived only as an existing mechanism for budget financing of the branch. This definition is clearly not enough. Public administration provides for financing from the state budget only. Support is not limited to direct financing: the state can use other economic and legal mechanisms: privileges, taxes and creation of priority conditions for development, etc. It should be noted that financing of culture can be carried out not from state sources: at the expense of municipal budgets, extrabudgetary funds, sponsorship and other sources. But here too there should be a supervisory and controlling role of the state, regulatory and legal mechanisms.

In the first place, state support is required to ensure the preservation of the historical, cultural and natural heritage

of national and world significance, and the activities of those creative workers, who create new cultural models, study and preserve cultural traditions, and involve the next generations to high cultural values. This can be done on the basis of government orders.

Conclusions from this study and prospects for further exploration (research).

At all levels of cultural policy the main objective of public administration is to create conditions that stimulate socio-cultural activities of individuals, social groups, institutions, institutes of culture and leisure activities that contribute to the solution of social problems carriers that have different categories of the population. In this regard, the result of cultural policy is the intensity and quality of socio-cultural activities, its contribution to solving the problems of specific social groups, and the development of infrastructure serves as a means of improving cultural life.

Thus, state administration of culture in modern Ukraine is limited by the constitutional tasks of ensuring the freedom of citizens to participate in cultural life, preserving the diversity of the system of values accumulated by previous generations in a single Ukrainian culture, creating legal and economic conditions for the maintenance of the functioning and development of artistic life in the country.

The state does not substitute the activities of non-state actors for managing socio-cultural processes in the country, but creates the necessary conditions for their effective functioning in the interests of creating a modern, democratic, humane and prosperous society in Ukraine.

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INVESTING IN REAL ESTATE OF GREAT BRITAIN DURING BREXIT

Abstracts. The current situation with Brexit is considered. Many investors who invest in British real estate are currently worried by it. The creation of such an alarming mood is also facilitated by media which predict a negative scenario for England's exit from the Eurozone.

It is determined that despite everything the situation in the country is not so bad, as some skeptics believe. Of course, at the moment, Britain is going through difficult times. The country seeks to defend its rights, feeling the strong pressure from the European Union. All this confuses potential investors, they postpone the purchase of real estate in the United Kingdom and, as they say, wait for the grass to grow. But the most far-sighted of them are still not afraid to take a chance and safely buy houses and apartments that have fallen in price. And it is very likely that they will benefit from it when the UK economy becomes completely independent.

A certain stagnation, which is observed today in the British market, is identified. However, it still relates more to the elite segment of English real estate. Housing economy class in less expensive areas of London, as well as in the suburbs, is still in high demand. The situation here looks much better – real estate is purchased here by representatives of the English middle class, as well as foreign investors who want to live near the British capital.

Significant growth in demand for commercial real estate in London itself is defined. Transparency and stability in the English market are attracting businessmen from other countries who seek to become its full members. For them, in the local real estate market, there is a special offer, including for building. In addition, wealthy immigrants from the CIS countries have a strong interest in real estate, with rental income of 5–7 %. As a rule, they are interested in dormitories, shops, cafes, restaurants and warehouses. At all these facilities in London, one can make good money right now.

It was concluded that Brexit was not able to undermine the steady development of the UK property market. Even in these difficult times for the country, immovable properties of London and other large cities of England continue to be bought by investors who are able to think in perspective.

Keywords: real estate, UK real estate market, real estate investment, Brexit.

ІНВЕСТУВАННЯ В НЕРУХОМІСТЬ ВЕЛИКОБРИТАНІЇ ПІД ЧАС БРЕКЗІТУ

Анотація. Розглянуто нинішню ситуацію, пов'язану з Брекзітом. Наразі вона турбує багатьох інвесторів, що вкладають гроші в британську нерухомість. Створенню такого тривожного настрою сприяють також і ЗМІ, які прогнозують негативний сценарій виходу Англії з Єврозони.

Встановлено, що становище в країні не настільки погане, як вважають деякі скептики. Наразі Великобританія переживає нелегкі часи. Країна прагне відстояти свої права, відчуваючи сильний тиск з боку Євросоюзу. Все це бентежить потенційних інвесторів. Вони відкладають покупку нерухомості у Сполученому Королівстві і, як то кажуть, чекають біля моря погоди. Але найдалекоглядніші з них все ж не бояться ризикнути та сміливо купують будинки і квартири, які подешевшали. І дуже ймовірно, що саме вони будуть мати з того вигоду, коли економіка Великобританії стане цілком незалежною.

Визначено деякий застій, який сьогодні спостерігається на Британському ринку. Втім, це більш стосується тільки елітного сегмента англійської нерухомості. Житло економ-класу в менш дорогих районах Лондона, а також в передмістях, як і раніше, користується високим попитом. Ситуація тут виглядає набагато краще – нерухомість тут купують представники англійського середнього класу, а також іноземні інвестори, які бажають жити поблизу британської столиці.

Зазначено помітне зростання попиту на комерційну нерухомість в самому Лондоні. Прозорість і стабільність англійського ринку приваблює бізнес-

менів з інших держав, які прагнуть стати його повноправними учасниками. Для них на місцевому ринку нерухомого майна існує спеціальна пропозиція, в тому числі і щодо забудови. Крім того, заможні вихідці з країн СНД виявляють великий інтерес до нерухомості, дохід з оренди якої складає 5–7 %. Зазвичай їх цікавлять гуртожитки, магазини, кафе, ресторани і складські приміщення. На всіх цих об'єктах в Лондоні можна добре заробити вже зараз.

Отже доведено, що Брекзит не зміг підірвати поступального розвитку ринку нерухомості Британії. Навіть в ці непрості для країни часи нерухомі об'єкти Лондона та інших великих міст Англії продовжують купувати інвестори, які вміють мислити на перспективу.

Ключові слова: нерухомість, ринок нерухомості Великобританії, інвестиції в нерухомість, Брекзит.

ИНВЕСТИРОВАНИЕ В НЕДВИЖИМОСТЬ ВЕЛИКОБРИТАНИИ ВО ВРЕМЯ БРЕКСИТА

Аннотация. Рассмотрена нынешняя ситуация, связанная с Брекситом. В настоящее время она беспокоит многих инвесторов, вкладывающих деньги в британскую недвижимость. СМИ, прогнозирующие негативный сценарий выхода Англии из Евросоюза, также способствуют созданию такого тревожного настроения.

Установлено, что положение в стране не является настолько плохим, как считают некоторые скептики. Безусловно, в данный момент Великобритания переживает нелегкие времена. Страна стремится отстаивать свои права, чувствуя сильное давление со стороны Евросоюза. Все это смущает потенциальных инвесторов, они откладывают покупку недвижимости в Соединенном Королевстве и, как говорится, ждут у моря погоды. Но самые дальновидные из них все же не боятся рискнуть и смело покупают подешевевшие дома и квартиры. И очень вероятно, что именно они получают от этого выгоду, когда экономика Великобритании станет полностью независимой.

Определен некоторый застой, который сегодня наблюдается на Британском рынке. Впрочем, это все же больше касается лишь элитного сегмента английской недвижимости. Жилье эконом-класса в менее дорогих районах Лондона, а также в пригородах, по-прежнему пользуется высоким спросом. Ситуация здесь выглядит намного лучше — такую недвижимость покупают представители английского среднего класса, а также иностранные инвесторы, которые хотят жить рядом с британской столицей.

Отмечен заметный рост спроса на коммерческую недвижимость в самом Лондоне. Прозрачность и стабильность английского рынка привлекает бизнесменов из других государств, которые стремятся стать его полноправными участниками. Для них на местном рынке недвижимости существует специальное предложение, в том числе и по застройке. Кроме того, состоятельные выходцы из стран СНГ проявляют большой интерес к недвижимости, доход с аренды которой составляет 5–7 %. Как правило, их интересуют общежития,

магазины, кафе, рестораны и складские помещения. На всех этих объектах в Лондоне можно хорошо заработать уже сейчас.

Таким образом, доказано, что Брексит не смог подорвать поступательного развития рынка недвижимости Великобритании. Даже в эти непростые для страны времена недвижимые объекты Лондона и других крупных городов Англии продолжают покупать инвесторы, которые умеют мыслить на перспективу.

Ключевые слова: недвижимость, рынок недвижимости Великобритании, инвестиции в недвижимость, Брексит.

Problem statement. Experts have long said that Brexit will lead to serious consequences, both in Britain itself and throughout the world. The situation is aggravated almost from all sides: inflation will reach 6,5 %, whereas since the 1990s it never reached even 4 %. The unemployment rate will double, the level of well-being will fall accordingly, citizens will start to leave the country massively, and real estate prices will be almost 1,5 times higher.

But it must be noted that most of the experts are quite sceptical about such an outrage of fears, arguing that Britain will pass this difficult phase. Similarly, there were predictions that the UK's exit from the EU would hit the EU itself, which is a direct threat to the financial stability of the Eurozone.

However, positive economic indicators reinforce optimistic forecasts for housing. Highlighting the factors that have the most significant impact on the real estate market, the political situation is in the first place. However, despite the reduction of the stock exchange, the number of official interested investors increased significantly. This creates all the conditions for recovery and improvement in the real estate segment.

Analysis of recent publications on research issues. The issue of changes in the UK property market in the process and after Brexit is considered, for the most part, by journalists and experts of Internet publications and resources. So, the theme of the need for change in the European Union in the context of the exit of Britain is covered by the articles of V. Kryukova, M. Yeshchenko, A. Onischenko, O. Belkova. Also, this theme is described in the works of M. Yu. Kurylyak, D. A. Ignatiev, A. I. Yaremenko, N. Kybalyuk, A. Kovalchuk, S. Bulmer, Th. Sampson etc. As the issue of the UK's exit from the European Union and related economic problems remain very relevant at the current stage, this issue will require further in-depth analysis and research.

Purpose of the article. The purpose of the article is to determine the consequences of termination of UK membership in the EU and further prospects in the context of investment in real estate in the country.

Presenting the main material of research. Despite the ambiguity of the UK exit situation with the EU, it is widely believed that real estate will remain a strong and stable long-term investment.

According to the latest Property Wire, the primary real estate market in London today is in a stronger position than other countries [1]. In addition, the perspective for renewal after Brexit is a great opportunity to get revenue from sales in the future.

Knight Frank estate agency conducted a study, which results show an increase in the number of potential buyers by 5 % over the past year. Indicators have increased both in the center of London and in more distant zones. In addition, the uncertainty around Brexit is not as terrible as it seems at first glance: many investors do not lose the opportunity to invest in the London market. That is why sales in the central part of London have grown to 10 %. As a result the prices also began to rise [2].

Also, Knight Frank has focused on ultra-premium real estate, that is, the most expensive for today villas and apartments. These immovable objects cost more than \$ 25 million. As a rule, they are located in large metropolises of economically developed countries. Such housing is affordable not just for wealthy but for very wealthy people, for whom the ownership of super-expensive apartments is a matter of prestige. Thus, during the study, the second place in the ranking after Hong Kong was given to the capital of Great Britain. In 2018, 38 super expensive real estate objects were sold in London for a total of \$ 1,5 million. In this respect, London even precedes New York, where 39 transactions were recorded, with total revenue of \$ 1,4 million. It is interesting to note that even despite Brexit prices for luxury homes and apartments in London, as well as the

demand for them, continue to remain stable. According to the forecasts of most major analysts, including Knight Frank, it should be expected that in 2019 the cost of London real estate will increase at least by 3 % [3].

The British real estate and finance consulting company NovaFinancial Group notes that, despite the caution to be taken with Brexit's exposure and to the various situations that may arise as a result of future transactions (or differences), there is the widespread perception that the property will still be a strong and stable long-term investment [4].

Turning to local statistics, every third house in the capital is bought by foreign citizens, and every eighth buyer is the citizen of Europe. At the moment, buyers from different European countries continue to buy real estate in London and other big cities of Great Britain even more active due to a temporary depreciation of the pound sterling. Such a downturn caused a certain price ranking of real estate beneficial for buyers. They do not care how Brexit will be reflected in British real estate. They understand that after the temporary downturn comes the upturn because Britain is a country with a very strong economy.

Studying statistics can be seen that Europeans are not the main buyers. The citizens of China and the countries of the Middle East continue to demonstrate great activity. Many young people from these countries seek a high-quality British education, so parents are ready to buy for them apartments in London's new buildings [5]. They continue to perceive London as a quiet harbor, and Brexit is a kid's

play, in comparison with the political instability, agitation and stagnation of the economy in many Middle Eastern countries.

It should be noted that not all parts of the country may have negative consequences, therefore, by displaying display vigilance and entrepreneurial instinct, it is possible to make investments in profitable districts of Great Britain.

By the same token, Britain appears in the TOP of the most profitable investment in the real estate market in 2019. Economists predict a rise in rental income from co-working and hotel real estate in London and the central regions of the UK.

On the other hand, British analysts have calculated that the standard of living in the country after Brexit can be reduced by 2 %. The National Institute for NIESR forecasts a slump in the growth of the British GDP in 2019 by 0,3 %. And Mark Carney, manager of the Bank of England, even said that if no deal scenario comes into force, British real estate crashes by 35 %. Given the fact that Britain, according to various estimates, occupies the 4th–13th place in terms of living standards in the world, it can become a disaster. But despite this, the rental beats records in the UK.

In February 2019, the Royal Institute of Chartered Appraisers (RICS) conducted a survey among Britons, which showed that up to 77 % of the population link the decline in demand for real estate with Brexit. However, experienced developers expect a significant improvement in the market situation in the next 12 months [6].

The problem in the UK is compounded by the fact that the British government in addressing homelessness is planning to introduce a tax for foreign investors, which will be 1–3 %. Berkeley, Barratt and Taylor Wimpey, major British developers, have already expressed their concerns about this. According to the leading index of the London Stock Exchange FTSE 100, these companies were among the top ten companies whose shares experienced the greatest decline.

However, the index of development of construction projects in the UK shows that developer confidence is higher than in other countries. According to a new survey, confidence among developers is very high in all major cities of the United Kingdom, against the backdrop of a sustainable level of real estate, offices and student homes in 2018.

According to the latest research provided by Deloitte, construction activity reached record levels last year. Belfast, Birmingham, Leeds and Manchester are at the top of the ranking of the number of new projects.

Trust of developers is a key indicator of the economic well-being of the market. And the fact that a large number of construction works have been launched in the last 12 months shows the stability of the regions and the desire to grow. Moreover, investors' confidence is rising, as evidenced by the growth in the number of previous transactions.

Conclusion and prospects for further research. Consequently, it can be concluded from the foregoing that the political crisis which hangs over Great Britain does not stop foreign investors.

Many of them buy real estate that has fallen in price, hoping to get good returns from it in the future.

London strengthened in 2018 its title of the best place for commercial investment and continues to be the most popular for foreign investment. This city has really proven its ability to adapt to changes in the modern global economy. Forecasts by some experts on how Brexit will affect UK real estate with negative ratings is clearly refuted by the present.

One can see the further positive transformation process, as London intends to become the center of research and development that will invariably attract new foreign investors. Already, many are attracted by lucrative areas of Great Britain, among which the British capital stands out.

The exit from the European Union is a complicated process, but as long as London has developed infrastructure and popular places, known to the world institutions and security, education and a wealth of talents, real estate owners and investors from all over the world will continue to draw their own views on it.

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IMPROVING THE EFFICIENCY OF PUBLIC ADMINISTRATION OF THE DEVELOPMENT OF THE SYSTEM OF HIGHER EDUCATION OF UKRAINE

Abstract. This article reveals the features of improving the efficiency of public administration in the system of higher education in Ukraine.

The author says that the modern process of reforming puts forward new requirements for the development of higher education in the country. In this regard, the public administration of education must rely on the existing situation and carry out improvements, coordinate and direct the activities of the education system through the adoption of appropriate regulatory documents.

The article explains the reasons and strategic objectives for public administration, which determine the main directions of development of higher education, with the aim of improving its quality and achieving the international level of educational services.

The author assumes that the effectiveness of the public administration process can be considered in three aspects — the achievement of certain results in the development of the higher education system, the achievement of compliance of the actual results of educational activities with the planned results, the achievement of economic efficiency.

Much attention is paid in the article to defining a strategy for creating organizational programs for improving efficiency in the activities of educational institutions. Thus, the author identifies various strategies, gives their main characteristics and points to the advantages and disadvantages of this strategy for the national education system.

The author comes to the conclusion that the most effective can be an integration strategy, which aims to increase the level of information exchange, the use of knowledge within educational institutions by creating an organizational environment that will increase the level of education in general.

In conclusion, the author says that for the implementation in Ukraine of a new system of government that is adequate to the society of market relations, it is necessary to establish effective relations between regional government education authorities and civil society organizations in general.

Keywords: public administration efficiency, higher education system, integration strategy, education management, higher education system reform.

ПІДВИЩЕННЯ ЕФЕКТИВНОСТІ ДЕРЖАВНОГО УПРАВЛІННЯ РОЗВИТКОМ СИСТЕМИ ВИЩОЇ ОСВІТИ УКРАЇНИ

Анотація. Розкрито особливості підвищення ефективності державного управління в системі вищої освіти України.

Окреслено, що сучасний процес реформування висуває нові вимоги до розвитку вищої освіти країни. У зв'язку з цим державне управління освітою має спиратися на існуючу ситуацію та проводити впорядкування, координувати та спрямовувати діяльність системи освіти за допомогою прийняття відповідних розпорядчих документів.

Пояснюються причини та стратегічні завдання для державного управління, які визначають головні напрями розвитку вищої освіти, з метою підвищення його якості та досягнення міжнародного рівня надання освітніх послуг.

Припускається, що ефективність процесу державного управління може розглядатися у трьох аспектах — досягнення певних результатів у розвитку системи вищої освіти, досягнення відповідності фактичних результатів освітньої діяльності плановим результатам, досягнення економічної ефективності.

Велика увага приділяється визначенню стратегії створення організаційних програм підвищення ефективності в діяльності освітніх організацій. Визначено різні стратегії, їх основну характеристику, а також переваги і недоліки тієї чи іншої стратегії для системи вітчизняної освіти.

Визначено, що найбільш ефективною може стати інтеграційна стратегія, спрямована на підвищення рівня обміну інформацією, використання знань

всередині освітніх установ на основі створення організаційного середовища, яке буде підвищувати рівень освіти в цілому.

У висновку йдеться про те, що для реалізації в Україні нової системи державного управління, адекватної суспільству ринкових відносин, необхідно налагоджувати дієві відносини регіональних органів управління освітою та організацій громадянського суспільства в цілому.

Ключові слова: ефективність державного управління, система вищої освіти, інтеграційна стратегія, управління освітою, реформа системи вищої освіти.

ПОВЫШЕНИЕ ЭФФЕКТИВНОСТИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ РАЗВИТИЕМ СИСТЕМЫ ВЫСШЕГО ОБРАЗОВАНИЯ УКРАИНЫ

Аннотация. Раскрыты особенности повышения эффективности государственного управления в системе высшего образования Украины.

Очерчено, что современный процесс реформирования выдвигает новые требования к развитию высшего образования страны. В связи с этим государственное управление образованием должно опираться на существующую ситуацию и проводить упорядочение, координировать и направлять деятельность системы образования с помощью принятия соответствующих распорядительных документов.

Объясняются причины и стратегические задачи для государственного управления, которые определяют главные направления развития высшего образования, с целью повышения его качества и достижения международного уровня предоставления образовательных услуг. Эффективность процесса управления может рассматриваться в трех аспектах — достижение определенных результатов в развитии системы высшего образования, достижение соответствия фактических результатов образовательной деятельности плановым результатам, достижение экономической эффективности.

Большое внимание уделено определению стратегии создания организационных программ повышения эффективности в деятельности образовательных организаций. Определены различные стратегии, их основная характеристика, а также достоинства и недостатки той или иной стратегии для системы отечественного образования.

Обозначено, что наиболее эффективной может стать интеграционная стратегия, направленная на повышение уровня обмена информацией, использование знаний внутри образовательных учреждений на основе создания организационной среды, которая будет повышать уровень образования в целом.

В заключении говорится о том, что для реализации в Украине новой системы государственного управления, адекватной обществу рыночных отношений, необходимо налаживать действенные отношения региональных органов управления образованием и организаций гражданского общества в целом.

Ключевые слова: эффективность государственного управления, система высшего образования, интеграционная стратегия, управление образованием, реформа системы высшего образования.

Problem statement. Public administration as a specific type of activity of state bodies has been and continues to exist quite objectively. Its fundamental nature of the essence is the organizing influence on the part of the carriers of state-governmental powers on public relations and processes with the aim of streamlining, coordinating and directing them through various kinds of regulatory administrative actions in pursuance of laws and other legal acts of the state. In this understanding, public administration retains its value in the context of a general transformation of the role of the state in a newly civil society with its market mechanisms, standards of democratic and open government.

In modern conditions of reforming the education system, issues of public administration in this important sphere become significant. Effective education management is the key to prosperity, and education, as stated in legislation, is the basis of the intellectual, cultural, spiritual, social, economic development of society and the state. In addition, an important problem of modernity at all levels of government is to increase its efficiency, this also applies to the management system in higher education.

The question of modernizing the management of higher education acquires particular urgency in the context of the integration of the national educational system into the European and global space. The existing model of education management does not fully meet the modern requirements of democracy, which provide for expanding the influence of public opinion on the adoption of adequate management de-

isions, dynamic response to the needs of society, the redistribution of management functions between central and local executive authorities and local governments.

Analysis of recent publications on research issues. Famous scientists G. Becker, E. Denison, J. Minser, T. Schultz devoted to the problems of public administration of the national system of higher education.

In the works of such scientists like L. I. Antoshkin, A. I. Butenko, V. M. Geitsa, A. A. Grishnova, A. Dmitrenko, T. A. Hare, I. S. Kalenyuk, A. A. Kratt, V. Kremnya, A. P. Sologub, L. Yankovskaya highlighted some organizational and economic problems of the functioning of the higher education system. At the same time, the modern conditions for the functioning of higher education require the development of new mechanisms for the regulatory activities of the state in its management.

Purpose of the article. The purpose of this article is to highlight current methods to improve the efficiency of public administration of the development of the system of higher education in Ukraine.

Presentation of the main material. According to many researchers, higher education plays a huge role in economic development. According to experts, the development of the state at the expense of the education system adds 40 % of the gross national product [1].

The solution of the priority tasks of the innovative socio-economic development of the state is impossible without reliance on the education of society. Higher education ensures the reproduction and development of the

innovative potential of the economy and democratic society. Global dynamic changes in socio-economic development determine strategic objectives and determine the main directions for the renewal and development of higher education in Ukraine, improving its quality and bringing it in line with the structure of the labor market needs. As a rule, persons who have received the best quality education at a higher education institution that has a high reputation are likely to have advantages in finding employment and receive a large starting salary.

Transformational changes in society, political crisis phenomena, economic instability of the state, the inability of state authorities to make effective management decisions on time to regulate the higher education system — all this leads to a decrease in the quality of services in the field of higher education. The quality of education in Ukraine today is significantly inferior to world requirements, which, in turn, negatively affects the state's innovative development and hampers its economic growth, and does not satisfy employers. This indicates that the mechanism of state regulation of the educational process is imperfect and ineffective. Therefore, there is a need to improve the state regulatory mechanism of the higher education system of Ukraine in order to increase the level of competitiveness of the national higher education system [2].

Management effectiveness in education can be considered in three aspects. First, it is the effectiveness of achieving a specific goal: the number of students, the number of PhDs and Doctors of Science among research and

teaching staff of educational institutions of higher education, the average score for entering higher education institutions. Secondly, it is the compliance of the actual results of educational or scientific activities with the planned one. First of all, it is compliance with the requirements of state educational standards, the order of the Ministry of Education and Science of Ukraine, and other regional standards governing the activities of educational institutions. Thirdly, it is efficiency from the point of view of profitability of a certain activity. For example, the utilization rate of training space, laboratory equipment and software.

Also, the effectiveness of educational institutions can be considered depending on the types of activities and their impact on the environment: economic efficiency, organizational efficiency, scientific efficiency, environmental friendliness, speed of transmission and information, innovative results of scientific research.

At the same time, exploring educational activities in the context of a project approach to the management of educational institutions can be considered efficiency as a combination of optimal payback periods and compliance with regulatory requirements [3].

However, the creation of organizational programs to improve the efficiency of educational institutions should be based on the choice of organization marketing strategy. For example, when choosing a leadership strategy in the educational services market, it is necessary to focus on the goal achievement indicator as the main performance indicator. In this case, important indicators of efficiency and in-

dicators will be the organization's share of the market for higher and additional education services (advanced training, retraining), the volume of research and development work performed.

When choosing a leadership strategy, the main indicator of efficiency will be the reduction of costs per unit of services sold. In this case, the effectiveness of educational activities can be improved by combining several groups in the process of conducting classroom instruction, as well as by partially replacing classroom work with distance learning, conducted in virtual classrooms.

The diversification strategy for the development of an educational institution provides for the introduction of a project planning system for educational services with determining the effectiveness of each direction to create opportunities for further transition to the implementation of a focus strategy involving concentration of resources in the most efficient areas.

In the case of choosing the strategy to reduce the cost of educational services through the integration of educational institutions, an important aspect of the development assessment will be indicators of organizational effectiveness, as well as indicators of cost reduction due to scale effects and synergistic effect. In the conditions of the formation of a new domestic paradigm of education, based on the innovative development of the education system with insufficient state funding for most educational institutions of higher education, in our opinion, it is better to have an integration strategy. The reasons for the use of this strategy by most educational institutions of Ukraine, in our opinion, are:

- The integration of Ukraine into the international educational space with increasing competition in the market of educational services;

- Trends in the demographic development of Ukraine, characterized by a decrease in the number of pupils (the first higher education) and the excess of supply in the market of educational services for effective demand;

- Inadequate material and technical base of many universities for training at the level of educational institutions of leading countries of the world and implementation of large scientific projects;

- Economic inefficiency of training of incomplete groups in public educational institutions in many areas of training;

- Insufficient level of integration of science, education and business practices;

- Lack in many educational institutions of young highly qualified scientific and pedagogical workers who have the necessary personal competencies for the development of education in the context of socio-economic reforms that provide for the development of entrepreneurship in education.

The integration strategy can be implemented through the creation of consortia of educational institutions, both on an informal basis and in the form of a legal entity or university complexes with the participation of educational institutions of higher education, scientific institutions, research and educational centers and innovative enterprises.

In addition, this strategy may involve the unification of various organizations on a cluster basis, as well as the

formation of large educational centers by combining several educational institutions.

When implementing this strategy, the main problem is to maintain the necessary level of orderliness of organizational activity. This can be achieved not only traditional for our state by increasing the authoritarianism of management, but also through the introduction of modern organizational and economic mechanisms, such as knowledge management.

Knowledge management is an activity that allows you to transform all types of intellectual assets into higher productivity and efficiency, new value and increased competitiveness. Thus, knowledge management is a synthesis of personnel management, innovation and communication management using new information technologies in the management of organizations [4].

In general, determining the organizational and economic usefulness of the development of modern domestic education based on the implementation of an integration strategy in the form of creating a consortium, a university complex based on cluster integration and merging of several educational institutions, the following characteristic features of this form of integration should be noted:

- increasing the speed and efficiency of information exchange and the use of knowledge within organizations, especially educational institutions, while creating an appropriate organizational environment and developing corporate transparency;
- strengthening traditional and creating new relationships and forms of cooperation between educational insti-

tutions and other organizations within the association [5].

It should be noted that the introduction of the system of specialized education in educational institutions and applied bachelor degree in educational institutions can significantly accelerate the development of university complexes with their subsequent integration into cluster unions or even the creation of separate clusters based on university complexes.

It is assumed that educational institutions can be combined into network forms that involve the cooperation of personnel, material, technical, informational and organizational resources of several educational institutions, including primary, secondary, and higher education institutions. The natural center of such an association can be the relevant departments of the universities or units of educational institutions of higher education and specialized state commercial or scientific organizations that interact on the basis of a mutually beneficial partnership.

An important technological factor in the implementation of an integration strategy in the education system is the use of distance learning. The distance learning system will allow to attract to the integration into a university complex of institutions located in remote areas and rural municipalities [6].

Knowledge management in educational institutions in the implementation of the integration strategy is divided into several levels:

- the level of small labor collectives, united in certain structural units, organizations;
- the level of operational management of organizational units;

- level of organizational management;
- the level of inter-corporate interaction of organizations that are part of a consortium or university complex.

Criteria for the effectiveness of the implementation of the integration strategy by educational institutions in the context of the knowledge management system, in our opinion, are:

- an increase in the number of applicants entering higher education institutions that are part of educational institutions on a contract basis;
- an increase in the number of graduates of educational institutions that are part of university complexes or other educational associations employed in the specialty, including areas of the organizations;
- the increase in the number of graduate students, enrolled in graduate school, and PhDs from among the scientific and pedagogical workers entering the doctoral program, while maintaining the total number of dissertation councils;
- an increase in the activity of publications of scientific and pedagogical workers, including the use of a unified information base;
- increase in the number of contests and grants won by employees of educational institutions;
- reducing the cost of rental and utility payments of classrooms due to more efficient use of the integrated educational space and the introduction of distance learning technologies;
- the increase in the number of titles of books and journals in print or electronic form per student;
- reducing the number of scientific and pedagogical workers involved in

the educational process, by combining educational groups and the introduction of distance technologies, respectively, reducing the cost of labor.

Thus, the implementation of the integration strategy by educational institutions of Ukraine in the form of a consortium, a university complex, joining a cluster association while creating an appropriate organizational environment, strengthens the horizontal links between departments, contributes to the economic efficiency of education management.

Conclusions and prospects for further research. Based on the need to implement in Ukraine a new management system that is adequate for society's market relations, the need to introduce diversified, flexible structures and mechanisms for managing education becomes even more relevant. The introduction of such mechanisms should be based on the principles of democratic governance, taking into account the needs of the labor market, the development of cooperation between government bodies of education and science in the region, business and the public with the participation of higher education institutions. Another important condition for improving the efficiency of public administration is the establishment of effective relations between regional education authorities and civil society organizations in Ukraine.

However, it is possible to realize this only if there are properly selected, trained and placed personnel, to effectively combine scientific, administrative and collegial, democratic management methods, to isolate and use the positive opportunities of civil society institutions. Managing the develop-

ment of the education system is effective only when the application of modern educational technologies, innovative teaching methods, the formation of relevant organizational structures and forms, the development of new economic mechanisms are carried out systematically, in unity and interaction.

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TO THE QUESTION OF REALIZATION OF NATIONAL REPRESENTATION IN POWER STRUCTURES OF UKRAINE

Abstract. In article are considered the Ukrainian historical features of national representation in power structures and also are analysed progressive international experience of modern democratic management through national representation. According to it, vision of ways of realization of national representation in Ukraine in the context of modern challenges is represented, in particular: globalization of activity of the international community; expansion of information and communication space within the Internet; modernization of a system of state administration by its democratization, decentralization, demonopolization; intensive transformation of civil society in information; the embodiment in life of the ideas of parliamentarism and so forth. At the same time, are considered a historical basis

of the Ukrainian national representation and its modern features and also real opportunities of local government as absolute national representation. The main attention in a research is concentrated on institutional and standard and legal aspects of realization of a phenomenon of national representation in Ukraine in the context of the ideas of parliamentarism, electronic democracy, competence-based and sociocultural concepts of public management, theories of democratization of electoral process. Agreeably, are considered pragmatistical aspects of system ensuring appropriate level of national representation in power structures of Ukraine of all administrative levels by an institutionalization of local government. At the same time, the mechanism of enhancing the role of the institution of local self-government is substantiated by including it in the parliamentary system as a separate structural element that will perform the functions of a “controller” of the level of national representation and a responsible mediator between the institutions of the state, business and civil society. Together, these aspects of the implementation of popular representation contribute to the formation of the information society as a social product of globalization.

Keywords: national representation, parliamentarism, civil society, information society, public management, local government, public administration.

ДО ПИТАННЯ РЕАЛІЗАЦІЇ НАРОДНОГО ПРЕДСТАВНИЦТВА У ВЛАДНИХ СТРУКТУРАХ УКРАЇНИ

Анотація. Розглянуто українські історичні особливості народного представництва у владних структурах, проаналізовано прогресивний світовий досвід сучасного демократичного врядування через народне представництво. Відповідно до цього подається бачення шляхів реалізації народного представництва в Україні у контексті сучасних викликів, а саме: глобалізації життєдіяльності світової спільноти; розширення інформаційно-комунікаційного простору у межах мережі Інтернет; осучаснення системи державного управління шляхом її демократизації, децентралізації, демонополізації; інтенсивної трансформації громадянського суспільства в інформаційне; втілення у життя ідей парламентаризму тощо. При цьому, враховано історичне підґрунтя українського народного представництва та його сучасні особливості, а також реальні можливості місцевого самоврядування як стовідсоткового народного представництва. Основну увагу зосереджено на інституціональних і нормативно-правових аспектах реалізації феномену народного представництва в Україні у контексті ідей парламентаризму, електронної демократії, компетентнісної та соціокультурної концепцій публічного управління, теорій демократизації виборчого процесу.

Відповідно, розглядаються прагматичні аспекти системного забезпечення відповідного рівня народного представництва у владних структурах України усіх управлінських рівнів шляхом інституціоналізації місцевого самоврядування. При цьому обґрунтовується механізм підвищення ролі інституту місцевого самоврядування шляхом включення його в парламентську систему окремим структурним елементом, який виконуватиме функції “контролера”

рівня загальнонаціонального народного представництва, а також відповідального посередника між інститутами держави, бізнесу та громадянського суспільства. Означено аспекти реалізації народного представництва, що сприятимуть формуванню інформаційного суспільства як соціального продукту глобалізації.

Ключові слова: народне представництво, парламентаризм, громадянське суспільство, інформаційне суспільство, публічне управління, місцеве самоврядування, державне управління.

К ВОПРОСУ РЕАЛИЗАЦИИ НАРОДНОГО ПРЕДСТАВИТЕЛЬСТВА ВО ВЛАСТНЫХ СТРУКТУРАХ УКРАИНЫ

Аннотация. Рассмотрены украинские исторические особенности народного представительства во властных структурах, а также проанализирован прогрессивный мировой опыт современного демократического управления через народное представительство. В соответствии с этим представляется видение путей реализации народного представительства в Украине в контексте современных вызовов, а именно: глобализации жизнедеятельности мирового сообщества; расширение информационно-коммуникационного пространства в рамках сети Интернет; внедрение современных принципов в систему государственного управления путем ее демократизации, децентрализации, демонополизации; интенсивной трансформации гражданского общества в информационное; воплощение в жизнь идей парламентаризма и тому подобное. При этом, учитывается историческая основа украинского народного представительства и его современные особенности, а также реальные возможности местного самоуправления как стопроцентного народного представительства. Основное внимание в исследовании сосредоточено на институциональных и нормативно-правовых аспектах реализации феномена народного представительства в Украине в контексте идей парламентаризма, электронной демократии, компетентностной и социокультурной концепций публичного управления, теорий демократизации избирательного процесса.

Соответственно, рассматриваются прагматические аспекты системного обеспечения соответствующего уровня народного представительства во властных структурах Украины всех управленческих уровней путем институционализации местного самоуправления. При этом обосновывается механизм повышения роли института местного самоуправления путем включения его в парламентскую систему отдельным структурным элементом, который будет выполнять функции “контролера” уровня общенационального народного представительства, а также ответственного посредника между институтами государства, бизнеса и гражданского общества. Обозначены аспекты реализации народного представительства, которые способствуют формированию информационного общества как социального продукта глобализации.

Ключевые слова: народное представительство, парламентаризм, гражданское общество, информационное общество, публичное управление, местное самоуправление, государственное управление.

Thesis statement. Modern Ukraine is on the threshold of realization of the next national will at elections of its representatives in power structures and in the person of the Guarantor of the Constitution. The success and results of these processes are caused by many factors, in particular: value points of development of Ukraine (national idea); political will of citizens and Ukrainian elite; reaction of the external environment (international community); institutional level of national representation in power structures; compliance of the standard legal framework of electoral process to the democratic standards acquired by the progressive states. In the context of this research two last factors of selective action are accepted as key.

Analysis of recent research. The subject of national representation in periodic and scientific publications was and continues to be in focus of researches of various scientific industries: political science, sociology, law, state and public administration and so forth. From positions of the democratic structure of the state the national representation was considered by such Ukrainian specialists in state administration as T. Butyr-ska, P. Vorona, N. Hrytsiak, Y. Dreval, A. Krutii, V. Kuibida, A. Myronenko, O. Radchenko, S. Serohin, V. Smolii, etc. Various aspects of national representation were a subject of scientific interest of researchers in the field of the law and political science, in particular: O. Bandurko, V. Yermolaiev, N. Zaiats, V. Tassii, etc. However, institutional and legal aspects of realization of a phenomenon of national representation in Ukraine remain insufficiently investigated, and therefore are very relevant in a scientific discourse. Researchers of representa-

tive democracy almost miss out on such its problems as competence-based level of representation, its completeness, the sequence of providing and so forth. The special sharpness to these questions is provided by the process of a democratic state formation begun in Ukraine against the background of licence of corruption and theft of the state budget of Ukraine which happen “transparent” for civil society today.

The objective of the study. Formation of the purposes (target) of a research is connected with search of the perspective and evidence-based directions of ensuring appropriate level of national representation in power structures of Ukraine of all administrative levels in the context of modern challenges.

Results. The national representation in power is the democratic mechanism of realization of interests of social groups, political parties, public and business associations. The effectiveness of this mechanism is caused by dialectic connection of content and a form of social development, which promotes successful interaction of the state with society. The social and legal imposition of national representation is expression of social needs of the population by involvement of active citizens to the solution of public vital questions on democratic principles. The modern concept of national representation is multidimensional therefore is considered by progressive scientific community as the right the people; as idea of social justice; as way of implementation of the public power; as one of the directions of the theory of public management; as the principle of relationship between the state and civil society based on demo-

cratic principles of public management, and so forth.

The Ukrainian popular representation in power has deep historical roots which originate from veche democracy of Kievan Rus and military democracy of Zaporizhian Sich and to undeveloped parliamentarism of the Verkhovna Rada of modern Ukraine.

The creation and activity of the Ukrainian Central Rada (further – CR) within March, 1917 – April, 1918 – a peculiar national parliament which passed an evolutionary way from social and political association to representative body of the Ukrainian people [1] turned out to be consequence of the beginning of practice of parliamentarism in the contemporary history of Ukraine.

Small Rada was more operational and effective structure of CR, at first worked as executive body and was called Committee of CR.

The Committee became governing body of CR very quickly, it formed initiatives which were submitted for consideration of sessions, prepared drafts of the major decisions and even proclaimed them by the name of the CR [2]. As researchers note, election of deputies in CR was supposed on a national and proportional system that symbolized rather democratic mechanism of ensuring the rights of ethnic minorities at elections to body of legislation. The right of promotion of candidates was granted to parties and groups of voters on electoral lists numbering about 200 people.

The CR as the organizational center of the Ukrainian national-state revival, set as the purpose convocation of wide representation of a forum of Ukrainian

which would make it the representative of the population of Ukraine [1].

The deputy status of members of CR who had to work at a constant basis was also the spirit of requirements of parliamentarism. Wide guarantees and parliamentary immunity were provided to them for performance of deputy duties [3].

According to “The draft Basic Laws of Ukrainian state” there were attempts of realization of the idea of parliamentarism also at the time of Hetmanate and the Directory by implementation of two-chamber structure of parliament.

According to the Draft, its upper chamber – the State Council – would make 150 “the best and the cleverest” the people of the country recommended by a territorial meeting, city councils, Cossack councils, the senate. A third from them was intended the hetman for life, and 100 people had to be elected for 6 years territorial and Cossack meetings. The lower chamber – Council of deputies (600 people) – was supposed to be chosen by the population for 4 years [4].

During national liberation events of 1917–1921 on the Ukrainian lands still were formed the Ukrainian National Councils (in Ukrainian Peoples Republic and Western Ukrainian Peoples Republic) and other bodies of representative character which had features of limited parliamentarism. This experience of the Ukrainian state has great historical value as it found the reflection in activity of the modern Verkhovna Rada of Ukraine.

Results of the analysis of historical stages of development of national representation in Ukraine showed that the content of national representation,

which traditionally contacted collegial representative bodies of the power, evolved over time and it was added (except the Verkhovna Rada of Ukraine and local governments) also individual electoral institute of the power — institute of the President of Ukraine. Besides, globalization influenced significantly the content of national representation in the context of ensuring the rights of the person and the citizen and also formation of institute of national representation and its introduction in the system of public management.

Such practice of constitutional right of delegation by the people of the powers of authority to representative bodies of the public power is usual and for other progressive countries of the world. However, owing to historical features of development of the state, Ukraine lags considerably behind these countries in realization of democratic principles of public management that appears in a limited possibility of implementation of public control over activity of the government; in lack of individual and collective responsibility of the President, deputies of the Verkhovna Rada, members of the government of Ukraine for negative social and economic and political consequences of their activity; in aspiration of the state to monopolization of the information sphere; in preferences of administrative resources in electoral processes; in lack of state mechanisms of formation of information civil society and so forth. Modern Ukrainian realities prove that in total it leads to sharp weakening of the power, disorganization of activity of the country, split and opposition in society, an economic and political crisis, even partial loss of sovereignty.

In these conditions are essential the questions of the relations which developed in Ukraine between different branches of the power and primary body of the public power (primary link of national representation) — local government. The solution of these questions is first of all in the legal plane of functioning of local government. On the constitutional norms of Ukraine representative bodies of local government are a part of the system only of bodies of the municipal unit therefore they almost do not influence nation-wide management decisions and legislative process. Such situation constrains development of public management in Ukraine.

According to it, the scientific thought that “only through carrying out system reforms of the representative power it is possible to accelerate formation of civil society, in particular, through decentralization of the power and a deconcentration of powers of authority which have to strengthen organizational, material and financial and legal independence of local authorities which are the main prerequisite of effective development of the representative power in regions” is quite fair [4].

Realization of system reforms of the representative power leads, first of all, to involvement of local government to legislative process through formation of separate chamber in the Verkhovna Rada of Ukraine. At the moment, the fact that legal uncertainty of legislative activity of representative institutes of the lowest link allows parliamentarians of the Verkhovna Rada to exceed the authority and leads not only to violation of legality and the constitutional principles, but also in general, to leveling of the concept of national repre-

sentation is quite obvious. It is illegal as the Verkhovna Rada as the parliament founded in Ukraine from the date of establishment of its independence is urged to realize an institutionalization of the dominating interests and values, policy guidelines and moods of all society, but not its oligarchical groups. So, the strategic mission of parliament as institute of civil society, is the combination of two phenomena – sovereignty of the people and the government that provides to the system of public management democratic character, and to the parliament – broad social availability and openness.

Practice of national representation in the progressive countries of the world demonstrates that the most important indicator of democratization of public administration is the role and the place of legislature in structure of political institutes. It is caused by the fact that in the developed democratic country the parliament represents the interests of all groups of the population which through this institute have an opportunity to influence adoption of important management decisions by the state.

In the conditions of carrying out administrative and political reforms in Ukraine there are rather difficult and ambiguous processes of political and legal transformation of the government of the regional level which demand rather immediate legislative providing. According to the vast majority of researchers, the corresponding efficiency in formation of the regulatory sphere of bodies of the public power can be provided only with efforts of primary link of national representation – local government. Most of researchers characterize modern Ukrainian parliamen-

tarism as the system of the imperious relations which are institutionally developed, but substantially underfulfilled system of relations of power based on formal recognition of democratic principles of interaction of the state with civil society. Therefore the measures directed to increase in level of the representative body of the Verkhovna Rada of Ukraine as body of the democracy functioning on the principles of parliamentarism recognized as the progressive international community are vital.

In these conditions there are relevant such measures for the solution of problems of a representative mission of the Verkhovna Rada of Ukraine (further – VRU): justification and specification the place of VRU in the system of public management; the constitutional affirmation of VRU not only the legislative authority, but also the one and only representative body; improvement of the realization of national representation mechanism; search of innovative mechanisms of ensuring modern level of national representation in the context of formation of civil information society. In total such measures will promote providing real national representation and functioning of parliament as representative institute of the power.

So it is quite obvious that scientific justification and specification of the VRU place in the system of public management is connected directly with a problem of a combination of direct and representative democracy. The Ukrainian social and political realities indicate the need of reforming of local government in Ukraine, filling it by actual content, increase of a role of representative bodies of local government as most effective expresser of will of members of

a territorial community and most effective quality controller of national national representation.

In turn, increasing of a role of local government by inclusion in the structure of parliament will give the grounds for the constitutional statement VRU the only representative body, also will fix the problem of dualism of the power existing in Ukraine and will provide capacity of the state in the context of needs of the person and citizen. It is clear, that such approach to formation of parliament causes modernization of organizational structure of VRU and its functional communications.

It should be noted that the idea of introduction in Ukraine of two-chamber parliament during its independence was already voiced in draft constitution of Ukraine and it was discussed in scientific space. However, for the implementation of this idea in life there were not enough prerequisites at that time, and the last Ukrainian realities and level of pre-election processes demonstrate that such idea is relevant.

According to experience of the progressive countries of the world, the institutionalization of regional participation in national representation is provided through formation of the second (lower) chamber of parliament. Its formation is based on the principles of regional representative with a certain set of the powers significant for the country and regions, determined by the principle of subsidiarity. In the context of historical features of Ukraine the model of parliament at which the second (lower) chamber, as well as the first – top, will also be formed by means of a direct general election along with elections to representative bodies of local government

can be quite expedient. However, the term of activity of the lower chamber has to be less for 1–2 years, than the term of activity of the upper chamber (national representatives of the country) which would be expedient to be prolonged up to 6 years. Such approach to formation of parliament provides the maximum continuity and democratic character of public management and also direct dependence and responsibility of deputies to voters during implementation of interests of regional communities. Besides, the implementation in life of the idea of delegation of powers is represented quite logical to the upper chamber of parliament at elections of “atamans” – the President of Ukraine, the Prime minister, the Chairman of the VRU.

Thus the parliamentary model of public management, which will put an end to the practice of race for power existing in Ukraine between the president and the Prime Minister and also additional and enough large expenses of the budget on electoral processes, can be created. Besides, under such circumstances the procedure of an impeachment to the President, in case of non-performance of duties of the Guarantor of the Constitution of Ukraine, becomes simpler considerably that is very relevant now and also the technology of formation of parliamentary majority which takes the responsibility for results of activity of “atamans” is institutionalized. In other words, in the conditions of public management joint management of activity of civil society has to prevail that revives century traditions of the Ukrainian state.

According to it, principles of the organization and realization of electoral

process are critical. Along with such general principles as legality; generality; privacy of will; voluntariness and identity of an electoral right; publicity; periodicity and obligatoriness of public elections, particular importance have the principles of providing the equal right of public associations for participation in national representation along with political parties.

Researchers consider elections as the social mechanism which provides formation of the power, realizing essence of civil society; forms political elite; provides process of socialization of the personality; performs control and regulation of the power by citizens; displays public moods and so forth. Successful realization of electoral process depends on the level of a regulatory framework of ensuring this action; existence of the settled democratic traditions of elections; characteristics of the operating political regime of public administration; level of mass and, in particular, legal culture of all participants of electoral process [5]. The speciality of institute of elections in the system of national representation in Ukraine is that it includes public structures.

Owing to the social nature, though a number of problems of selective technologies is covered in a large number of scientific publications and discussions, however they does not lose the relevance and presently.

At the moment, key of these problems are legal components which define various aspects of electoral process rather contradictory and incomplete, in particular they are: introduction of modern electronic methods to process of national will on elections; improvement of a constitutional legal mecha-

nism of timely calling an election and ensuring rotation of national representation; accounting of interests of voters through optimization of the budgetary financing of party and public representation; legal support of an order of a pre-election campaign, voting procedures and counting of votes and so forth.

In case of introduction of two-chamber parliament, the consensus between supporters of use of a proportional electoral system (according to party lists) and a majority system in Ukraine can be found. The proportional system promotes representation in parliament not only the majority, but also to voters, appeared in minority. The majority system provides representation only most of voters, however, it has such advantages as independence, autonomy, individual responsibility of the people's deputy. Therefore it is quite logical to use a proportional electoral system in the course of elections of representatives of the Upper chamber of the VRU (in case of adoption of the relevant law), and to use a majority system at elections of representatives of the lower chamber and to electoral local governments.

The Ukrainian researchers consider a majority electoral system more democratic as it allows citizens to choose in representative bodies of the power not only candidates of political parties, but also representatives of the progressive public. So, such electoral system not only does not prevent, but also promotes activity of political parties, as they can nominate and support the candidates in election districts.

Optimization of an electoral system of national representation in Ukraine is connected with the following events: modernization of organizational struc-

ture of the VRU and its functional communications; differentiation of an electoral barrier; formation of regional electoral lists; introduction of a majority electoral system on elections of deputies of the lower chamber of the VRU, local councils and also rural, settlement and mayors; restoration of a proportional system of representation in the Upper chamber of the VRU.

In the context of responsibility of the Ukrainian officials the question of ensuring democratization of judicial authority in Ukraine becomes aggravated considerably. In emergency conditions of total mistrust Ukrainian to judicial authority, involvement of local government to legislative activity and adoptions of management decisions will promote strengthening of national control of process of justice through lawful ensuring activity of the jurymen and juries elected citizens. Specifically that juries are widespread almost in all progressive countries of the world, and the western legislators even make proposals on introduction of elective principle of judges.

As showed the experience of the developed countries, the civilized level of parliamentarism is provided mature political structure and will of society; the dominating type of a party system; level of political, legal and organizational culture both administrative elite, and electorate. In the countries which become on the way of democratic development the parliament reflects all complexity, divergence and conflictness in society. It is also necessary to consider that activity of parliament not always gets on well at turbulent conditions of our present behind dynamics of political and public transformations therefore

it becomes a bottleneck of democratic development of the country. This fact becomes a provocative factor of instability in the society of many countries even the most developed.

In these conditions a search of innovative mechanisms of ensuring modern level of national representation in the context of state policy of formation of civil information society as social product of globalization is critical. These mechanisms are multidimensional and cover administrative, social, political, economic, scientific and technical, legal, educational and other fields of activity. At the same time, the cultural and democratic institutionalization of national and historical specifics, ensuring continuity and cultivation of tradition of management have to become the main condition of their effectiveness. As practice of public management in the developed countries shows, cut-and-paste job of foreign technologies of formation of civil information society and its representation in power structures will not bring the expected results. This can explain the low level of effectualness and productivity of "The development strategy of information society in Ukraine" [6] adopted in May, 2013.

In this context need of development by the Ukrainian scientific community and experts managers of modern national Strategy which will define a full complex of mechanisms of formation not only and not just of information society, but civil society as a key factor of public management and also appropriate level of national representation in power structures is updated.

Such document is extremely necessary for formation of the state and regional policy of Ukraine concerning an

institutionalization and technical support of electronic control; educational and outreach work among the population for the purpose of formation of civil information society; involvement of youth to adoption of management decisions not only on local, but also at the nation-wide level; formation of organizational culture of public management and mass national culture as key factors of independence and competitive ability of Ukraine and also its sustainable development outlined by the Purposes for 2016–2030 which are declared by the United Nations General Assembly in September, 2015.

Conclusion and prospects for further research. Thus, formation of national representation in power structures of Ukraine in the context of realization of the principles of democracy and parliamentarism can be based both on own historical experience, and on experience of the progressive states of the world adapted to the Ukrainian realities. At the same time, solutions of problems of the Ukrainian state by increase in level of the Ukrainian Parliament due to an institutionalization of local government as national representation and also formation of civil information society arise extremely relevant. A basis of the innovations concerning nation-wide national representation have to become a legal and cultural institutionalization of national and historical specifics of management; ensuring continuity and cultivation of tradition of the state (public) administration that is the main factor of effectualness of any legal reforms and also improvement of electoral laws as a strategic factor of realization of national will.

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INFLUENCE OF WATER SUPPLY DEVELOPMENT STATE ON THE QUALITY OF ECONOMIC SECURITY OF UKRAINE

Abstract. The article analyzes the influence of the state of development of the water supply sector on the level of economic security of Ukraine. There are a number of problems that are of a systematic nature for the water supply and sewage system, among which: high level of demolition of communal infrastructure, water supply and sewage facilities from 50 to 90 %; social significance of the sphere, restriction of growth of tariffs; significant modernization costs, low expected return on projects, low investment attractiveness for business; increase in electricity tariff; tariffs, which are approved for the enterprise, “resist” in the limit index, which generates planned loss-making activity for the future period; increased power of used equipment; considerable deterioration of structures and piping system; The huge impact on the development of the sector is due to the indebtedness of the population and businesses for housing and communal services. The internal and external factors that directly influence the economic security of Ukraine from the standpoint of the state of development of the water supply sector are characterized.

Building on its own resources and strength, on the effect of the united work of the people, Ukraine must realize its chance to become a great competitive political nation with the European economy as well as security in general. The most important national economic interests (which are distinguished by today’s researchers) are grouped, the future of Ukraine, welfare and prosperity of the nation depend on the realization of these, in particular: the creation of a self-sufficient, competitive, socially oriented, powerful national economy; creation of a reliable system of economic security of Ukraine, ensuring the possibility of independent, progressive national and economic development; structural adjustment of the economy; ensuring the effective development of national industry; implementation by the state of protectionist measures aimed at supporting the national commodity producer; Significant reduction of energy intensity and material consumption of GDP; realization of cardinal modernization of production and development of its knowledge-intensive industries; creation of closed cycles of production of strategically important products, including military equipment and weapons; creation of equal social and economic opportunities for all citizens of Ukraine; gaining Ukraine a proper place in the world division of labor and international trade, integration into the world economy; construction of economic relations with other countries on the principles of equality and mutual benefit; ensuring the competitiveness of domestic products; improvement of commodity structure of export and import; ensuring the geographical balance of exports and imports; increase of export potential, provision of a positive balance of foreign trade activity; support of domestic exporters, assistance to producers of import-substitute products, especially critical imports; protection of the national market from the adverse effect of the world situation

and foreign competition; the effective use by Ukraine of its advantageous geographical position for the implementation of international transit.

However, we have come to the conclusion that so far the state structures in Ukraine have not achieved economic equilibrium. In particular, gas supplies are constantly supported at the state level, instead of replacing it with electricity and other types of energy. This is a fundamental structural moment of equilibrium that Ukraine seeks to achieve.

Keywords: water supply, drainage, state, economic security, communal sphere.

ВПЛИВ РОЗВИТКУ ВОДОПОСТАЧАННЯ НА ЯКІСТЬ ЕКОНОМІЧНОЇ БЕЗПЕКИ УКРАЇНИ

Анотація. Розглянуто вплив стану розвитку сфери водопостачання на рівень економічної безпеки України. Окреслено ряд проблем, які носять системний характер для сфери водопостачання та водовідведення, серед яких: високий рівень зносу комунальної інфраструктури, об'єктів водопостачання та водовідведення від 50 до 90 %; соціальна значущість сфери, обмеження зростання розміру тарифів; значні витрати на модернізацію, низька очікувана прибутковість проектів, низька інвестиційна привабливість для бізнесу; збільшення тарифу на електроенергію; тарифи, які затверджуються для підприємства, “упираються” в граничний індекс, що породжує планово-збиткову діяльність на майбутній період; підвищена потужність використовуваного обладнання; значне зношення споруд та трубопроводної системи; на розвиток галузі значний вплив має заборгованість населення та бізнесу за житлово-комунальні послуги. Схарактеризовано внутрішні та зовнішні чинники, що мають вплив безпосередньо на економічну безпеку України з позицій стану розвитку сфери водопостачання.

Спираючись на власні ресурси та сили, на ефект об'єднаної праці народу, Україна має реалізувати свій шанс стати великою конкурентоспроможною політичною нацією з європейським рівнем економіки і безпеки загалом. Згруповано найважливіші національні економічні інтереси (які виокремлюють дослідники сьогодення), від реалізації яких залежить майбутнє України, добробут і процвітання нації, зокрема: створення самодостатньої, конкурентоспроможної, соціально спрямованої, потужної національної економіки; створення надійної системи економічної безпеки України, забезпечення можливості самостійного, прогресивного національно-економічного розвитку; здійснення структурної перебудови економіки; забезпечення ефективного розвитку національної промисловості; здійснення державою протекціоністських заходів, спрямованих на підтримку національного товаровиробника; істотне зменшення енергомісткості і матеріаломісткості ВВП; здійснення кардинальної модернізації виробництва та розвиток його наукомістких галузей; створення замкнених циклів виробництва стратегічно важливої продукції, зокрема військової техніки та озброєння; створення рівних соціальних та економічних можливостей для всіх громадян України; здобуття Україною належного місця у світовому

поділі праці та міжнародній торгівлі, інтеграція у світове господарство; побудова економічних відносин з іншими країнами на засадах рівноправності та взаємовигідності; забезпечення конкурентоспроможності вітчизняної продукції; удосконалення товарної структури експорту й імпорту; забезпечення географічної збалансованості експорту й імпорту; нарощування експортного потенціалу, забезпечення позитивного сальдо зовнішньо-торговельної діяльності; підтримка вітчизняних експортерів, сприяння виробникам імпорто-замінної продукції, особливо критичного імпорту; захист національного ринку від несприятливої дії світової кон'юнктури та іноземної конкуренції; ефективне використання Україною свого вигідного географічного положення для здійснення міжнародного транзиту.

Визначено, що державні структури в Україні не досягли економічної рівноваги. Так, зокрема, постійно підтримуються на державному рівні поставки газу, замість того, щоб замінити його використанням електроенергії та іншими видами енергоносіїв. Це — принциповий структурний момент рівноваги, яку Україна прагне досягти.

Ключові слова: водопостачання, водовідведення, держава, економічна безпека, комунальна сфера.

ВЛИЯНИЕ СОСТОЯНИЯ РАЗВИТИЯ СФЕРЫ ВОДОСНАБЖЕНИЯ НА УРОВЕНЬ ЭКОНОМИЧЕСКОЙ БЕЗОПАСНОСТИ УКРАИНЫ

Аннотация. Рассмотрено влияние состояния развития сферы водоснабжения на уровень экономической безопасности Украины. Определен ряд проблем, которые носят системный характер для сферы водоснабжения и водоотведения, среди которых: высокий уровень износа коммунальной инфраструктуры, объектов водоснабжения и водоотведения от 50 до 90 %; социальная значимость сферы, ограничение роста размера тарифов; значительные затраты на модернизацию, низкая ожидаемая доходность проектов, низкая инвестиционная привлекательность бизнеса; увеличение тарифа на электроэнергию; тарифы, которые утверждаются для предприятия, “упираются” в предельный индекс, порождают планово-убыточную деятельность на предстоящий период; повышенная мощность используемого оборудования; значительный износ сооружений и трубопроводной системы; огромное влияние на развитие отрасли оказывает задолженность населения и бизнеса за жилищно-коммунальные услуги. Охарактеризованы внутренние и внешние факторы, влияющие непосредственно на экономическую безопасность Украины с позиций состояния развития сферы водоснабжения.

Опираясь на собственные ресурсы и силы, на эффект объединенного труда народа, Украина должна реализовать свой шанс стать большой конкурентоспособной политической нацией с европейским уровнем экономики и безопасности в целом. Сгруппированы важнейшие национальные экономические интересы (которые выделяют исследователи современности), от реализации которых зависит будущее Украины, благосостояние и процветание нации, в частности: создание самодостаточной, конкурентоспособной, соци-

ально направленной, мощной национальной экономики; создание надежной системы экономической безопасности Украины, обеспечения возможности самостоятельного, прогрессивного национально-экономического развития; осуществление структурной перестройки экономики; обеспечение эффективного развития национальной промышленности; осуществление государством протекционистских мер, направленных на поддержку национального товаропроизводителя; существенное уменьшение энергоемкости и материалоемкости ВВП; осуществление кардинальной модернизации производства и развитие его наукоемких отраслей; создание замкнутых циклов производства стратегически важной продукции, в том числе военной техники и вооружения; создание равных социальных и экономических возможностей для всех граждан Украины; обретение Украиной надлежащего места в мировом разделении труда и международной торговле, интеграция в мировое хозяйство; построение экономических отношений с другими странами на основе равноправия и взаимной выгоды; обеспечение конкурентоспособности отечественной продукции; совершенствования товарной структуры экспорта и импорта; обеспечения географической сбалансированности экспорта и импорта; наращивание экспортного потенциала, обеспечение положительного сальдо внешнеторговой деятельности; поддержка отечественных экспортеров, содействие производителям импорто-заместительной продукции, особенно критического импорта; защиту национального рынка от неблагоприятного воздействия мировой конъюнктуры и иностранной конкуренции; эффективное использование Украиной своего выгодного географического положения для осуществления международного транзита.

Определено, что государственные структуры в Украине пока не достигли экономического равновесия. Так, в частности, постоянно поддерживаются на государственном уровне поставки газа, вместо того, чтобы заменить его использованием электроэнергии и другими видами энергоносителей. Это — принципиальный структурный момент равновесия, который Украина стремится достичь.

Ключевые слова: водоснабжение, водоотведение, государство, экономическая безопасность, коммунальная сфера.

Formulation of the problem. In the current conditions of the Ukrainian economy, the institutions of power are in a state of transformation characterized by the presence of numerous gaps and weaknesses in the system of public administration. This is especially true in the sphere of water supply and drain-

age, which is currently in a rather difficult situation due to the high level of depreciation of fixed assets, arrears by the population and business, the inefficiency of public administration in this area, as well as other negative factors. All this has a significant negative impact on the economic security of Ukraine,

because this area is strategically important and requires constant continuous operation. The ineffectiveness of measures and actions of state authorities at the national and regional levels does not contribute to ensuring the development of the water supply and sewage sector, as well as the economic security of the state, which results in a low level of innovation and investment development of Ukrainian enterprises in this area, low level of qualification of labor resources and a number of other problems. The declarative nature of the policies and policies of the state authorities exacerbates these problems, so today it is necessary to take all possible measures to eliminate them.

The analysis of recent research and publications. Issues of development of the sphere of water supply and economic security of Ukraine were devoted to their work by such leading scientists as Babych M., Bilyk R., Gyrol' M., Zhykhor O., Kizin H., Levchuk O., Semchuk H. M., Skoruk O., Khomko V. and others. However, as of today, additional research requires the specifics of the impact of the state of development of the water supply sector on the level of economic security of Ukraine, which predetermined the choice of the subject of this article.

The purpose of the paper is to clarify the impact of the state of development of the water supply sector on the level of economic security of Ukraine.

Presenting of main material. Water is the most important ecological resource and the main component of living organisms. No sphere of human activity can be done without the use of water, because water is the very life. Water is a non-alternative essential

product that supports the life, work capacity and existence of society, and ensures economic, social and environmental well-being of the population.

Among the main problems of Ukraine related to water resources, which, in turn, are caused by the peculiarities of the formation of water resources of the regions of Ukraine, is the imbalance of the scheme of placing the most water-based enterprises and the inheritance of imperfect water policy. Among the physical and geographical factors of the complication of the water-ecological conditions of Ukraine are noted: the prevalence of shallow steppe and forest-steppe zones; the limited water resources of its own formation (50 bcm/year), including 21 bcm/year of groundwater of drinking quality, which, except for the soil, are protected from direct anthropogenic pollution and form the strategic base of drinking water supply of the population of Ukraine, which is determined by the peculiarities of natural conditions of river basins and groundwater basins. According to international standards, Ukraine belongs to low-water countries (less than 1,1 thousand m³/year man) and with uneven territorial distribution of water resources. Historically, the system of drinking and economic water supply, which was formed during the days of the former Soviet Union, is based on the predominant use of surface water contaminated from anthropogenic pollution. The availability of surface water, a lower cost of sampling 1 m³ of water, the possibility of creating large water intakes, etc. became the main arguments of the Soviet economy without taking into account the increasing pollution and vulnerability of

these sources in emergency situations. The advantage of surface water was given even where it was necessary to construct conduits with a sufficiently large distance to use them, at the same time, near-existing deposits of groundwater with sufficient reserves (Kyiv, Kharkiv, Chernivtsi, Donbas). As a result, Ukraine's drinking water supply is 80 % secured from surface sources, and in some regions it is almost 100 % [1].

In order to ensure sustainable maintenance of the population and sectors of the economy of water during the Soviet Union, river flow regulation was widely used in Ukraine. Today, reservoirs and rates totally contain about 58 billion cubic meters of water, which exceeds the local annual runoff of all rivers in the country. In connection with the foregoing, the regulation of the flow of most rivers has reached or even exceeded the upper economically and environmentally sound permissible limit of water and ecological destruction (more than 75 % of the total length of the channels with an optimum of 25–30 %), which sharply reduced, and often completely destroyed them self-cleaning ability. Due to the construction of a large number of ponds, medium and small reservoirs (more than 30 thousand), the landscape-hydrological complex of 23 thousand small rivers is lost, which makes up 36 % of their total. This negative trend continues to take place despite the fact that only 25 % of surface water resources are formed on the territory of Ukraine. In addition, a large number of hydrotechnical structures slackened surface runoff and caused long-term increase in ground water levels in large areas, which intensified the development of regional flooding of

land (stable manifestation of 2–3 million ha) with the simultaneous development of pollution areas of groundwater and surface waters. The water supply of Ukraine's population is complicated in full due to poor water quality in water bodies. Almost all surface water sources in Ukraine have been intensively contaminated over the past 10 years. Due to the low quality of sewage treatment (sometimes the treatment plants do not work at all), the flow of contaminated wastewater into the surface water does not decrease, although the use of water in comparison with the beginning of the 90-ies decreased more than twice. The crisis situation of water use, the catastrophic environmental state of water resources is aggravated by the presence of extremely high-density plants in Ukraine, as well as water-based technologies, which require water 2–6 times more than the technologies of developed countries of Europe and America. The specific centralized water supply for the population of Ukraine also exceeds the indicators of developed countries [1].

In terms of water supply, Ukraine is one of the last places among European countries, while the vast majority of them are ahead of the gross domestic product of the gross social product – the water resources of our country are used, and therefore polluted much more intensely than in other countries. The sphere of water supply of Ukraine is of great importance not only for the development of the economy, but also, first of all, for the vital activity of the population of the country. However, in recent years, many elements of the water supply system have begun to pose a threat to the security of the population.

Providing the population with benign water becomes almost the most important problem. Sustainable development of society and preservation of the natural environment depend on its solution. Despite the fact that Ukraine has well-developed water supply systems, today there is a deterioration in the quality of water supply and a decrease in the reliability of technical systems. This is due to the fact that the objects of these systems are obsolete, practically not updated and, as a result, increased their accident rate. In many cities, water treatment plants have ceased to function. Therefore, a major technical upgrade of water supply facilities, the introduction of modern technologies, and the provision of environmental protection measures [2].

The solution of this problem requires an integrated approach, the consolidation of forces in the state in the field of use and protection of freshwater supplies. At the same time, the huge responsibility for the organization and implementation of state policy in this area lies with the representatives of all government bodies and local self-government, which adopt laws and regulations in this area aimed at ensuring public administration, state regulation, state policy, use, protection water objects, water supply and drainage.

Objective changes in the social economic development have led to the formation of a new model of the economy, which is characterized by fundamentally new features and priorities. Today, the need to address the problems associated with the development of the Ukrainian economy, in particular one of the most strategically important sec-

tor – water supply and drainage, which to some extent is a guarantee of national economic security, is of particular importance. However, without the state taking decisive steps and actions in the direction of stimulating innovation, these issues remain unresolved. Consequently, the state innovation policy in the field of water supply and water drainage should become the most important basis of activity and create conditions for the activation of national scientific and technical potential. The main goal of such a policy should be the strategic orientation of the development of production for the creation and widespread use of fundamentally new machines, materials, integrated technological systems, effective development of scientific and technical developments, ensuring socio-economic, organizational and legal conditions for the continuous implementation of effective activities [3, p. 97].

Nowadays, there are a number of problems in the water supply and drainage sector that are of a systemic nature, among which: high level of demolition of communal infrastructure, objects of water supply and drainage from 50 to 90 %; social significance of the sphere, restriction of tariffs growth; significant modernization costs, low expected return on projects, low investment attractiveness for business; increase of electricity tariff; tariffs approved for the company “resist” in the limit index, which generates planned loss-making activity for the future period; increased power of used equipment; significant deterioration of structures and piping system; huge impact on the development of the sector is provided by the indebtedness of the population and

business for housing and communal services.

The problem of providing population with drinking water of normative quality is exacerbated by the increase in anthropogenic pressure on water resources. More than 80 % of the population of Ukraine uses water from open water for satisfaction of its needs, in particular about 30 million people consume water from the Dnieper. Unfortunately, the basins of almost all rivers in Ukraine are polluted mainly by nitrogen compounds, petroleum products, heavy metals, etc. The condition of underground sources also largely does not meet the norms for drinking water. Observations on the quality of artesian water on modern water intakes indicate its constant deterioration. The content in such waters of iron, manganese, nitrogen-containing compounds, rigidity in some cases exceed permitted levels more than 10 times [4].

In Ukraine, the main kind of drinking water supply of the population is centralized with the use of both surface water and underground water from the deep-water aquifers for the production of drinking water. It is known that the quality of tap water depends on various factors, the main of which is the state and quality of the water source of drinking water supply, the efficiency of water treatment plants and technology of water treatment, the sanitary and technical state of the water supply networks. In modern conditions, all these factors do not meet the regulatory requirements, resulting in unfavorable conditions for drinking water of appropriate quality [5; 6].

The water supply system of Ukraine is a rather complex engineering com-

plex, annual productivity of which reaches $2 \times 10^9 \text{ m}^3$. A significant part of the facilities of this complex worked out a normative term and needs updating [7]. The biggest problem of the water supply system in Ukraine and the water supply network, built 30–50 years ago, is its productivity, which is 30 %. This negatively affects the quality of purified water and causes secondary pollution. The most depreciated networks are in Dnipropetrovsk (51,4 %) and Lviv (48,4 %), the least in Volyn (16,5 %), Poltava (17,1 %) and Kyiv (17,2 %). A similar situation with the state of the water supply networks in the village [8; 9].

With the deterioration of the technical condition of water supply systems, the efficiency of their operation decreases and water losses increase. Indicator of water losses in urban networks is too high – within the range of $0,4\text{--}3,0 \text{ m}^3/\text{km}/\text{h}$, whereas in Western Europe – $0,1\text{--}0,4 \text{ m}^3/\text{km}/\text{h}$ [4; 7; 8].

Pipelines in cities are laid out from cast iron (47 %), steel (41 %), asbestos cement (5 %), polyvinylchloride and polyethylene (3 %) and reinforced concrete (2 %) pipes. At the same time, 24 % of networks have completed their term, since they have been operating for more than 30 years. This is primarily water pipes made of steel and asbestos cement pipes. The indicators of their high accident rate testify to the wear of steel pipes. Thus, for the average accident rate of the water pipelines, 116 accidents per 100 km a year, the accident rate of steel water pipes is 367 accidents per 100 km per year [4].

In Ukraine, predominantly used outdated energy-intensive technologies for purifying drinking water, which

do not provide removal of new technogenic pollutants. Unfortunately, there are no estimates of economic losses and obtaining possible economic effects from solving water management problems in the real sector of the economy.

With problems with drinking water, about 20 % of it (after water treatment) goes to production needs and another 15 % is lost during transportation. More than half of these losses are attributed to the housing and utilities sector. In some regions, water losses reach 60 %, which affects the cost of centralized drinking water supply and tariffs for the population. There continues to be a high percentage of samples of drinking water from centralized water supply systems that do not meet the requirements of the State Standard. The situation surrounding the quality of drinking water in the system of decentralized water supply is even more complicated. Up to 30 % of the analyzed samples of drinking water from sources of decentralized water supply do not meet the sanitary norms for sanitary-chemical indicators and up to 20 % for bacteriological. This situation leads to an increase in both infectious and non-infectious diseases of the population. In addition, problems with drinking water quality are one of the reasons for the rapid growth of the population's use of packaged drinking water. [1].

Today in Ukraine the legal basis for state water policy has been formed and adaptation of the Ukrainian water and environmental legislation to the legislation of the European Union continues. At the same time, it should be noted that the system for monitoring water resources and quality control of drinking water in Ukraine does

not meet international and European standards. The state sanitary norms and rules "Hygienic requirements for drinking water intended for human consumption", approved by the Ministry of Health of Ukraine dated May 12, 2010, were considered to be invalid as state sanitary norms and norms of 1996, but in full will begin to operate only from 2020 (in terms of sanitary-chemical indicators of safety and quality of drinking water). Thus today in Ukraine there is practically no full-fledged state standard for drinking water.

To improve the provision of the population of Ukraine with drinking water of normative quality within the limits of scientifically substantiated norms (norms) of drinking water supply; reforming and developing the water supply and sewerage network, increasing the efficiency and reliability of its operation; improving on this basis the health of the population and improving the socio-ecological situation in Ukraine; restoration, protection and rational use of sources of drinking water supply, the National Target Program "Drinking Water of Ukraine" was approved at the state level. The program should solve the problem of preventing the pollution of sources of drinking water supply, ensuring their compliance with sanitary and epidemiological requirements, increasing the efficiency and reliability of water supply and drainage systems by implementing water protection, technical and sanitary measures, improving water treatment technologies at water treatment plants, monitoring the quality of drinking water, the development of fence systems, the transport of drinking water and drainage, as well as the development of the regulatory frame-

work for foodstuffs water supply and sanitation, water economic mechanism that encourages saving drinking water, including through government support the development and sustainable operation of water supply and sewerage system [10].

At the same time, according to the results of the audit of the effectiveness of the use of the State Budget funds foreseen in the National Program “Drinking Water of Ukraine”, the Accounting Chamber Board stated that its objective is not being achieved. Within the framework of the Program, which is being implemented for 10 years (since 2006), due to its inadequate organizational and financial support, it is almost unrealistic to solve the problem of providing citizens with drinking water in the required volumes and in accordance with established standards. The audit findings give grounds for asserting that there are risks of non-compliance with the Program and after five years (2020). The current legislation does not provide for the holistic regulation of the issues of providing citizens with drinking water. Measures for the development and reconstruction of centralized water supply and sewage systems are carried out unsystematically and inconsistently. There is practically no permanent source of funding, especially for the reconstruction or construction of these systems. In the absence of control by the state customer, updated in 2011, the Program did not contribute to a radical upgrade of the water supply and sewerage enterprises. Significant changes in provision of citizens with quality drinking water during 2012–2015 did not take place. The funds of the state budget allocated to the Pro-

gram in 2012 were used ineffectively and in violation of the requirements of the current legislation. From 2013, the Program did not allocate funds at all. From local budgets and other sources, which make up almost 70 percent of the total amount of program financing, the funds in the planned volume were also not allocated. According to the data of the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine, in 2012–2015 only UAH 66,5 million (5,6 % of the estimated financial provision of the Program for this period) was made at the expense of the state budget [11].

The state of the water supply and drainage system is closely linked to ensuring the economic security of Ukraine. Economic security is by right the central place in the system of national security, since it is the basis for the proper functioning of all elements related to this system: political, social, military, environmental, technological, information security, etc. This is due to the fact that the proper maintenance of the level of national competitiveness, military-political stability, reliable defense capabilities, effective social policy, harmony in the moral and spiritual life of society, the development of scientific and technological progress, information security and a guarantee of a safe ecological state are impossible without the effective functioning of the economy.

To determine the impact of the state of development of the water supply sector on the level of economic security of Ukraine, we will define the essence of economic security.

As noted by Skoruk O. V., in foreign and domestic literature, there are many approaches to the interpretation

of the concept of economic security of the state with the help of the following characteristics [12]:

- capability and stability, counteraction to internal and external threats, which is understood as the strength and reliability of the links between all elements of the economic system, the stability of the economic development of the state, the resilience to deterrence and the elimination of destabilizing threat-factors;

- economic independence, which characterizes primarily the possibility for any economic security entity to independently adopt and implement strategic economic and political decisions for development, the opportunity to use national competitive advantages for ensuring stability and development;

- self-reproduction and self-development. This characteristic involves the creation of the necessary conditions for conducting effective economic policy and expanded self-reproduction, ensuring the competitiveness of the national economy on the world stage;

- national interests. This characteristic determines the ability of the national economy to protect national economic interests.

The development state influence of the water supply sector on the level of economic security of Ukraine is a special condition of the water supply and drainage system, which is ensured by sustainable and well-grounded methods of leveling out the effects of threats to the internal and external environment, in which the proper conditions for the development of this sphere are created.

As Levchuk O. V. remarks, the most pressing challenges to the economic se-

curity of the outside state are the following [13]: the instability of the global financial system, which is accompanied by the imbalance of world trade and investment flows between the world's largest economic centers; expansion of world markets for certain types of products, goods and services; the spread of crisis phenomena; expansion of the advanced countries of the world; shortage of resources for expanded development.

In view of this, factors that have an impact on Ukraine's economic security from the standpoint of the state of development of the water supply sector should be characterized. It should be noted that after the collapse of the Union of Soviet Socialist Republics and gaining independence Ukraine, gradually moving from a planned to a market type of management, began to build its own economic system. The complexity of this process was aggravated by the fact that in Ukraine the transition to market relations took place during the period of the global financial crisis, which, in its turn, was the cause of the undermining of the already difficult situation in the economic sphere. At this stage, there is a need for new guidelines, methods and methods for the formation of a fundamentally new model of the national economic system that can protect the economic interests of the individual, society and the state. In this regard, research and practical solutions to the problems associated with ensuring the economic security of Ukraine are of paramount importance.

In our opinion, the assessment of the indicators of threats to economic security is an analysis of the main indicators for each indicator of threats to economic security and the evaluation of re-

sults according to certain criteria in terms of the most important processes that reflect the essence of economic security. The criterion is the criterion on the basis of which an evaluation, definition or classification of something is made, an evaluation criterion. In view of this, the critical safety assessment includes estimates [9]:

- resource potential and opportunities for its development;
- level of effectiveness of the resources use, capital and labor and its level of correspondence in developed countries, as well as the level at which the threats of internal and external character are minimized; competitiveness of the economy;
- the integrity of the territory and economic space;
- sovereignty, independence and the possibility of confronting external threats;
- social stability and conditions for the prevention and solution of social conflicts.

The essence of economic security is realized in the system of indicators – indicators of economic security. The following indicators are distinguished:

Economic – gross domestic product, economic growth, public debt, integration into the world economy, inflation, money supply.

Social – the level, quality and life expectancy of the population, the level of unemployment, wages and salaries payable.

Financial indicators – balance of export-import; energy dependence; the size of the gold reserves; volume of the shadow economy.

For economic security, not only the indicators themselves, but also their

limit values are important. Limit values are the limit values, non-compliance of which hinders the normal course of development of various elements of reproduction, leads to the formation of negative, destructive trends in the field of economic security. It is important to emphasize that the highest level of security is achieved, provided that the entire set of indicators is within certain limits and has its own limit values.

The sign of the threshold value of the indicator is the moment of loss by the corresponding economic process of functions allocated to him in the reproductive system. For example, the range of exchange rate exchange should ensure that it performs functions of regulation of foreign trade balance; the amount of the loan interest should be sufficient to saturate the transactional demand for money and the transition to a “long money” demand segment, and the size of the money supply should be sufficient to serve its business turnover; the size and structure of the tax burden should ensure the implementation of taxes stimulating and regulatory functions, etc.

The dynamism of specific thresholds for economic security indicators generates considerable difficulties for their a priori definition, therefore they can hardly be defined for a certain long term, especially since they are borrowed from the experience of other countries of the world.

Let's analyze some of the indicators of threats to Ukraine's economic security. The next, third component – energy security, provides for a rational structure of fuel and energy consumption (FEC), ensuring their needs at an affordable price and quality in the ab-

sence of excessive dependence on one country.

For Ukraine, it is important to reduce the share of gas in the overall structure of consumption of FEC. In addition, countries in the world that are energy-deficit, believe that the share of imports of energy from one country should not exceed 30 % of their total needs.

Ensuring energy security depends on finding new sources of energy supply and reducing dependence on FEC imports from one country by diversifying sources of energy supplies. In this case, it is necessary to strengthen its own role of the transit corridor, otherwise the role of the transit can be intercepted by other countries. The problem of energy security is aggravated by the fact that 35 % of the gas pipelines have been in operation for more than 20 years. The gas transportation system (GTS) needs urgent billion investment. Without external investment (and this possibility is foreseen by the creation of a consortium for the operation of the GTS) it is not possible to do this [9].

The energy intensity of production in Ukraine is too high due to technological backwardness, energy losses, and the existence of a “shadow” economy. The energy intensity of GDP (industries and major types of products) should be compared with the thresholds of energy intensity, which are determined at the level of indicators of analogue countries. Ukraine is forced to import a significant amount of energy, which leads to a deficit in the balance of payments. Thus, the basis of energy security is the steady development of the fuel and energy complex, diversi-

fication of energy imports, and energy conservation.

According to the Methodological Recommendations on Calculating the Level of Economic Security of Ukraine, energy security is defined as “the state of the economy that promotes the efficient use of the country’s energy resources, the availability of sufficient energy producers and suppliers in the energy market, and the availability, differentiation and environmental friendliness of energy resources” [9].

According to the International Energy Agency, energy security is a continuous access to energy at an affordable price. According to scientists, the subject of study of which are the laws of development of the energy sector, under the energy security of Ukraine should be understood as the state’s ability to ensure the efficient use of its own fuel and energy base, to optimize the diversification of sources and ways of supplying energy resources to Ukraine to ensure the vital functions of the population and the functioning of the national economy in the mode ordinary, emergency and martial law, to prevent sharp price fluctuations on fuel and energy resources or the creation of to provide conditions for painless adaptation of the national economy to new prices for these resources.

An overview of the legislative framework and scientific sources provides grounds for arguing that energy security is an integral part of economic security, and therefore the study of these concepts should take place in close interconnection. Achievement of energy security is impossible without revealing the factors, which may adversely affect the development of the fuel and energy

complex. In today's geopolitical situation, ensuring energy security becomes important, if not the main, issue of sovereignty of the state. Thus, according to the "National Security Strategy of Ukraine" of 05/26/2015, one of the topical threats to the national security of Ukraine is defined "actions to block Ukraine's efforts in relation to counteracting the monopolization of the strategic sectors of the national economy by Russian capital, in regard to getting rid of dependence on monopolistic supplies of critical raw materials, primarily energy resources" [9].

The consensus is the forecast of Ukraine's Development Prospects (periodic publication by the Ministry of Economic Development and Trade of Ukraine prepared by the Department of Economic Strategy and Macroeconomic Forecasting with the assistance of the United Nations Development Program under the "Accelerated Progress towards the Millennium Development Goals in Ukraine" Project) the aggravation of the energy resource deficit in the country is recognized as one of the largest internal risks for 2015–2017.

In addition to threats indicated to national security that arise from the vulnerability of the energy sector, other threats to Ukraine's energy security are also highlighted. They include, in particular:

- excessive dependence on import of energy carriers;
- insufficient level of diversification of sources of energy supplies and technologies;
- limited use of own energy potential and new technologies;
- low efficiency of fuel and energy use;

- distortion of market mechanisms in the energy sector;
- criminalization and corruption of the energy sector;
- ineffective energy efficiency and energy efficiency policy.

The problem of ensuring the energy security of Ukraine is constantly in the sight of the state structures. This is evidenced by the approval by the Cabinet of Ministers of Ukraine of 24.07.2013 of the updated version of the Energy Strategy of Ukraine for the period up to 2030. The modern reading of the strategy allows us to formulate the following: the document is aimed at solving energy security problems in conditions of state survival under the circumstances of external aggression with the use of armed forces, and non-military influences. The strategy offers mechanisms of a transformational nature for the period up to 2020 and defines strategic guidelines for development until 2035. It identifies the main goal of Ukraine's energy development for the period up to 2020 – ensuring energy security and the transition to energy efficient and energy efficient use and consumption of energy resources with the introduction of innovative technologies.

Table analyzes the main indicators of energy security for the years 2013–2017 and defines the critical, unsatisfactory and optimal value of indicators that characterize real and potential threats to economic security in general [9].

Internal and external threats lead to insufficient level of stability of the water supply and wastewater sector, and, consequently, and, consequently, decrease of the level of economic security of Ukraine. External threats include the following:

**Analysis of the main indicators of Ukraine's energy security for the period
from 2013 to 2017**

№	Name of the indicator, unit of measurement	2013	2014*	2015*	2016*	2017*	Optimum value	Threat level
3. Energy security								
3.1	Share of own sources in the balance of fuel and energy resources of the state, percent	61,26	54,08	62,02	54,08	67,41	80–100	Unsatisfactory
3.2	The level of import dependence on the dominant resource in the total supply of primary energy, percent	53,51	77,24	61,81	77,24	47,05	30	Dangerous
3.3	The ratio of investments in the fuel and energy complex enterprises to the gross domestic product (hereinafter – GDP), percent	–	1,51	1,94	2,27	1,44	2,5–3,5	Unsatisfactory
3.4	The share of renewable sources in the total supply of primary energy, percent	1,97	1,99	2,02	1,99	2,65	6	Dangerous
3.5	The share of losses in transportation and distribution of energy, percent	2,72	2,84	2,79	2,84	3,17	1,10	Critical

* all data is calculated by the author according to the indicators of state statistics without taking into account the temporarily occupied territory of the Autonomous Republic of Crimea and the city of Sevastopol and data on Donetsk and Lugansk regions.

- instability of the national currency, which occurs during an unstable situation in the economy, during the crisis;
- reduction of foreign investments;
- unstable foreign trade conditions;
- large external debt, which is a burden for our country and depressively affects the development of the economy;
- the state's dependence in the area of energy supply stability.

The main internal threats are:

- insignificant share of innovative products;
- ineffective state regulation, that is, inconsistency with the tasks of economic growth;
- low competitiveness of products;
- corruption;
- low living standards of the majority of the population as a result of uneven development of territories,

the spread of unemployment, the impact of the global financial crisis, etc.;

- outflow of capital abroad is also a factor that has a certain impact on economic security.

In order to more effectively determine the level of economic security of the state, we are invited to supplement the current methodology for calculating economic security with additional components.

One of them is environmental safety. In our time, the ecological aspect of Ukraine's economic security has become extremely important and requires a lot of attention from the state authorities. One of the most important concepts in this field is the notion of environmentalization.

Ecologization is a process of steady and consistent implementation of systems of technological, managerial, legal and other decisions, which will enable to increase the efficiency of using natural resources and conditions along with improving or at least preserving the quality of the environment. The prerequisite for this process is to improve production processes and environmental measures.

Among indicators of indicators of ecological safety of Ukraine, the following should be highlighted: the number of implemented low-waste and resource-saving technologies (X9Q); use of secondary energy resources at enterprises and organizations pC91); Efficiency of using fuel and energy resources in economy (X92); the total mass of accumulated waste in Ukraine per 1 sq. km of area (X93); the amount of pollutant emissions into the air (X94) and surface water (X95).

Indicators of Ukraine's environmental safety, as well as demographic security, should also be used for instrumental variables in the design of Ukraine's economic security systems.

In order to carry out the necessary calculations as inputs, it is necessary to choose the degree of influence of threats on the state of economic security of Ukraine. The use of economical and mathematical methods developed in the department of regional problems of national security of the RVPS of Ukraine of the National Academy of Sciences of Ukraine, makes it possible to calculate the quantitative parameters (coefficients) of the territorial dimension of security in its components.

The coefficient of economic security Y_i for any region is possible to be calculate on the basis of the following formula:

$$Y_i = \frac{Z_i^*}{Z_0^*}, \quad i = 1 \dots m, \quad (1.1)$$

where Y_i – the coefficient of economic security of the region; Z_i^* – integral assessment of regional indicators; Z_0^* – integral assessment of the upper pole of the state; m – number of regions ($i = 1 \dots m$).

Coefficient Y of the economic security of Ukraine is calculated as the ratio of the maximum possible value of assessment and integral assessment of the upper pole of the state (2.6):

$$Y = \frac{1}{Z_0^*}, \quad (1.2)$$

where Y – coefficient of economic security of the state; 1 – the maximum possible value of the assessment; Z_0^* – integral assessment of the upper pole of the state.

The list of indicators for 2013–2017 is presented in Annex N.

Foreign economic security (FES) is the significant component of Ukraine's economic security. In the conditions of strengthening the integration of Ukraine's economy into the world economic system, the issue of FES becomes more and more important and consists in the ability of the state to resist the influence of external negative economic factors, to minimize their losses, to actively use participation in the world division of labor to create favorable conditions for economic development, to ensure compliance of foreign economic activities of national economic interests.

Of particular importance is the fact that Ukraine depends on the dominant suppliers of some strategic resources and sole consumers of significant volumes of domestic products. This forces the diversification of exports and imports, as high volumes of trade in certain commodities increase the dependence of the state in the global environment.

Therefore, relying on its own resources and strength, on the effect of the united work of the people, Ukraine must realize its chance to become a great competitive political nation with the European economy as well as security in general.

Among the most important national economic interests, the realization of which depends on the future of Ukraine, the welfare and prosperity of the nation, researchers singled out the following [7]:

- creation of a self-sufficient, competitive, socially oriented, powerful national economy;

- creation of a reliable system of economic security of Ukraine, ensuring the possibility of independent, progressive national and economic development;

- structural adjustment of the economy;

- ensuring the effective development of national industry;

- implementation of protectionist measures aimed at supporting the national commodity producer by the state;

- significant reduction of energy intensity and material consumption of GDP;

- implementation of cardinal modernization of production and development of its high-tech industries;

- creation of closed cycles of production of strategically important products, in particular military equipment and armaments;

- creation of equal social and economic opportunities for all citizens of Ukraine;

- gaining a proper place in the world division of labor and international trade, integration into the world economy by Ukraine;

- construction of economic relations with other countries on the principles of equality and mutual benefit;

- ensuring the competitiveness of domestic products;

- improvement of commodity structure of export and import;

- ensuring the geographical balance of exports and imports;

- increase of export potential, provision of a positive balance of foreign trade activity;

- support of domestic exporters, assistance to producers of import-sub-

stitute products, especially critical imports;

- protection of the national market against the adverse effects of the world situation and foreign competition;
- effective use of its advantageous geographical position for the implementation of international transit by Ukraine.

However, so far, state structures in Ukraine have not achieved economic equilibrium. In particular, gas supplies are constantly supported at the state level, instead of replacing it with electricity and other types of energy. This is a fundamental structural moment of equilibrium that Ukraine seeks to achieve.

In the context of this study, there are examples of tools for securing economic security [14, p. 71]:

1. Institutional — optimization of the system of state bodies; strengthening powers of the authorities on regulation, administration and control of economic activity; the regulation of the order and sequence of the introduction of e-government; improvement of the system of institutional support for the development of public-private partnership; institutionalization of social responsibility and support of critical spheres of life support;

2. Organizational — activation of the administrative functions of the authorities in the preparation and search of sources of investment in social and economic development; initiation of the practice of forming funds of preferential crediting and financing of priority investment projects for the economy; planning and development of the infrastructure of innovation, educational and research activity for the purpose of

intellectualization of the economy; improvement of the quality of the policy of guaranteeing social security;

3. Economic — expansion and modernization of territorial infrastructure; investing funds in the development of basic and priority economic activities; formation and development of inter-regional, inter-sectoral and inter-sectoral local integrated production systems; activation of entrepreneurial activity in the sphere of small and medium business; Increasing the efficiency of using science and technology and intellectual and human resources through the development of venture business.

Conclusions. As a result of the study, it can be concluded that Ukraine failed to create a national economic system that would ensure the country's dynamic development and its compliance with high world standards. In connection with the intensification of the crisis, lately, there has been an increase and threats to the economic security of Ukraine, especially in the sphere of water supply, which is currently in a crisis situation. To prevent negative manifestations in Ukraine, the issue of ensuring an adequate level of economic security, taking into account all possible threats and problems, is of paramount importance.

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THE DIRECTIONS OF IMPROVING THE LEGISLATIVE FRAMEWORK IN THE SPHERE OF SUPPLY STATE SECURITY IN THE VECTOR — FIGHT AGAINST ORGANIZED CRIME

Abstract. The problematic issues of the implementation of the state policy of Ukraine in the fight against organized crime as a strategic vector to ensure state security are considered. A review of legislative initiatives and practical measures taken to build public policy concepts in the fight against organized crime in the context of law enforcement reform was carried out. The content and directions of the strategy of combating organized crime as a fundamental document, which is devoted to the problems of ensuring an effective fight against organized crime through the introduction of international standards and the formation of an adequate system of measures to prevent and combat the activities of organized

criminal groups, including transnational relations, are defined. The principles of state security policy which are carried out in order to form an effective system of institutional support for the fight against organized crime are analyzed. The perspective directions of strengthening the capabilities of law enforcement agencies – subjects of the fight against organized crime are detailed, which include: practical implementation in their activities of the system of criminal analysis and risk analysis of organized crime, which comply with the EU standard, in particular the methodology for assessing the threat of organized crime and serious crimes (SOCTA Ukraine); establishing effective cooperation with Interpol, Europol and other international partners on a bilateral and multilateral basis in accordance with national legislation and ratified international treaties. The ways of increasing the effectiveness of law enforcement activities in the fight against organized crime in the context of ensuring the state security of Ukraine, mechanisms for establishing strategic communications in the fight against organized crime are generalized.

The need to strengthen the management of the Government of Ukraine in developing and approving a Plan of measures to implement the strategy against organized crime, and the need to prepare recommendations based on the analysis of the implemented concepts of state policy in the fight against organized crime are emphasized. The feasibility of assessing the state of implementation of the strategy against organized crime using the appropriate criteria based on the best law enforcement practices of the European experience has been determined. The feasibility of assessing the state of implementation of the strategy against organized crime using the appropriate criteria based on the best law enforcement practices of the European experience has been determined. The necessity of publishing at the national level an annual report on the implementation of state policy in the fight against organized crime has been substantiated. The priorities of modern law enforcement activities and the ways of improving the legislative measures in the sphere of state security in the fight against organized crime have been identified.

Keywords: state policy in the fight against organized crime, public administration, protection of state security, law enforcement reform, law enforcement activities, organized crime, criminal risk analysis, principles of state security policy.

ШЛЯХИ УДОСКОНАЛЕННЯ ЗАКОНОДАВЧОГО ЗАБЕЗПЕЧЕННЯ ЗАХОДІВ У СФЕРІ ЗАХИСТУ ДЕРЖАВНОЇ БЕЗПЕКИ ЗА ВЕКТОРОМ – БОРТЬБА З ОРГАНІЗОВАНОЮ ЗЛОЧИННІСТЮ

Анотація. Розглянуто проблемні питання реалізації державної політики України у сфері боротьби з організованою злочинністю як стратегічного вектора забезпечення державної безпеки. Здійснено огляд законодавчих ініціатив та практичних заходів, які вживаються з метою побудови концептів державної політики у сфері боротьби з організованою злочинністю в умовах реформування правоохоронних органів. Визначено зміст та напрями стратегії боротьби з організованою злочинністю як фундаментального документа,

який присвячений запровадженню міжнародних стандартів та формуванню адекватної системи заходів щодо запобігання та боротьби з діяльністю організованих злочинних угруповань, у тому числі й транснаціональними зв'язками. Проаналізовано засади державної безпекової політики, які здійснюються з метою формування ефективної системи інституційного забезпечення боротьби з організованою злочинністю. Деталізовано перспективні напрями посилення спроможностей правоохоронних органів — суб'єктів боротьби з організованою злочинністю, до яких належать: практичне запровадження в їх діяльність системи кримінального аналізу та аналізу ризиків організованої злочинності, сумісної зі стандартами ЄС, зокрема методології оцінки загроз організованої злочинності та тяжких злочинів (SOCTA Україна); налагодження співробітництва з Інтерполом, Європолом та іншими міжнародними партнерами на двосторонній і багатосторонній основі відповідно до національного законодавства та ратифікованих міжнародних договорів. Узагальнено шляхи підвищення ефективності правоохоронної діяльності у сфері боротьби з організованою злочинністю в контексті забезпечення державної безпеки України, механізми налагодження стратегічних комунікацій у сфері боротьби з організованою злочинністю.

Акцентовано увагу на необхідності посилення управлінської діяльності Уряду України щодо розробки та затвердження плану заходів на виконання стратегії боротьби з організованою злочинністю, підготовки рекомендацій за результатами аналізу впроваджених концептів державної політики у сфері боротьби з організованою злочинністю. Визначено доцільність проведення оцінки стану виконання стратегії боротьби з організованою злочинністю з використанням відповідних критеріїв, виходячи з кращих правоохоронних практик європейського досвіду. Обґрунтовано необхідність оприлюднення на національному рівні щорічного звіту з реалізації державної політики у сфері боротьби з організованою злочинністю. Визначено пріоритетні завдання сучасної правоохоронної діяльності та шляхи удосконалення законодавчого забезпечення у сфері захисту державної безпеки.

Ключові слова: державна політика у сфері боротьби з організованою злочинністю, державне управління, захист державної безпеки, реформування правоохоронних органів, правоохоронна діяльність, організована злочинність, кримінальний аналіз ризиків, засади державної безпекової політики.

НАПРАВЛЕННЯ УСОВЕРШЕНСТВОВАНИЯ ЗАКОНОДАТЕЛЬНОГО ОБЕСПЕЧЕНИЯ МЕРОПРЯТИЙ В СФЕРЕ ЗАЩИТЫ ГОСУДАРСТВЕННОЙ БЕЗОПАСНОСТИ ПО ВЕКТОРУ — БОРЬБА С ОРГАНИЗОВАННОЙ ПРЕСТУПНОСТЬЮ

Аннотация. Рассмотрены проблемные вопросы реализации государственной политики Украины в сфере борьбы с организованной преступностью как стратегического вектора обеспечения государственной безопасности.

Осуществлен обзор законодательных инициатив и практических мероприятий, которые внедряются с целью построения концептов государственной политики в сфере борьбы с организованной преступностью в условиях реформирования правоохранительных органов. Определены содержание и направления стратегии борьбы с организованной преступностью как фундаментального документа, посвященного внедрению международных стандартов и формированию адекватной системы мероприятий касаясь недопущения и борьбы с деятельностью организованных преступных группировок, в том числе и с транснациональными связями. Проанализированы основы государственной политики безопасности, которые осуществляются с целью формирования институционального обеспечения борьбы с организованной преступностью. Детализированы перспективные направления усиления возможностей правоохранительных органов — субъектов борьбы с организованной преступностью, к которым относятся: практическое внедрение в их деятельность системы уголовного анализа и анализа рисков организованной преступности, совместимой со стандартами ЕС, в том числе, методологии оценки угроз организованной преступности и тяжелых преступлений (СОСТА Украина); налаживание сотрудничества с Интерполом, Европолом и другими международными партнерами на двусторонней и многосторонней основе в соответствии с национальным законодательством и ратифицированными договорами. Обобщены направления повышения эффективности правоохранительной деятельности в сфере борьбы с организованной преступностью в контексте обеспечения государственной безопасности Украины, механизмы налаживания стратегических коммуникаций в сфере борьбы с организованной преступностью. Акцентируется внимание на необходимости усиления управленческой деятельности Правительства Украины касаясь разработки и утверждения плана мероприятий во исполнение стратегии борьбы с организованной преступностью, подготовки рекомендаций по результатам анализа внедренных концептов государственной политики в сфере борьбы с организованной преступностью. Определена целесообразность проведения оценки состояния исполнения стратегии борьбы с организованной преступностью с использованием критериев, исходя из лучших правоохранительных практик европейского опыта. Обоснована необходимость обнародования на национальном уровне ежегодного отчета по реализации государственной политики в сфере борьбы с организованной преступностью. Определены приоритетные задачи современной правоохранительной деятельности и направления усовершенствования законодательного обеспечения в сфере защиты государственной безопасности.

Ключевые слова: государственная политика в сфере борьбы с организованной преступностью, государственное управление, защита государственной безопасности, реформирование правоохранительных органов, правоохранительная деятельность, организованная преступность, уголовный анализ рисков, основы государственной политики безопасности.

Problem statement. Ukraine continues to reform the law enforcement system aimed at building an effective integrated mechanism to overcome the prerequisites and causes of the spread of organized crime, based on the best European practices in order to introduce modern criminal analysis systems, in particular the Europol “SOCTA” methodology, into the practical plane of Ukrainian realities. The establishment of an effective system of combating crime, in particular organized crime, remains an indispensable condition for the political and economic development of the state, as well as Ukraine’s compliance with international obligations under the concepts of the UN and the Council of Europe in the field of combating crime.

So, the systematic nature of a consistent and balanced state policy in the fight against organized crime should be declared in the fundamental strategic documents of the national level. At the same time, legislative changes, institutional and other changes, including effective coordination between the relevant authorities, enshrined in the Concept of state policy in the fight against organized crime, approved by the Decree of the President as of Ukraine of October 21, 2011 № 1000 [1], which were designed for the period up to 2017, remained unfulfilled. In other words, it is possible to talk about the obsolescence of certain provisions of legislative and other regulatory acts, the existence of gaps in the organization of combating the activities of organized criminal groups, the lack of proper interaction and coordination of law enforcement agencies, the imperfection of the mechanism for monitoring the

criminal situation and its assessment and, as a result, about the low effectiveness of the results of the fight against organized crime. In particular, the first report of the European Commission under the new mechanism of temporary suspension of visa-free regimes with third countries dated as of December 20, 2017, which proclaimed recommendations to strengthen the government’s efforts to counter organized crime, speaks about the urgency of the state policy of Ukraine in the fight against organized crime.

The Action Plan for the liberalization of the visa regime for Ukraine provided for the approval of a comprehensive strategy to combat organized crime, along with an Action Plan that has time frames, specific goals and activities, performance indicators, sufficient resources (paragraph 2.3.1). On the basis of the foregoing, the effective implementation of international obligations and the relevant provisions of the National Security Strategy of Ukraine and the Security and Defense Sector Development Concept, approved in accordance with the Decrees of the President of Ukraine dated as of May 26, 2015 № 287/2015 [2] and March 14, 2016 № 92/2016 [3], requires preparing a new strategy of combating organized crime, which provided for the introduction of a complex of adequate and weighted organizational and legal measures and law enforcement actions, taking into account the stages of reform and the formation of new law enforcement agencies. Such a strategy should include a wide range of issues related to the spread of this negative phenomenon, and determine the complex ways of building a systemic resistance to organized crime.

Analysis of recent publications and researches. The problems of searching and optimizing the priority principles of state policy in the field of combating organized crime and identifying ways to improve the legal framework for coordination and interaction in the fight against organized crime in a certain way were explored by the following scientists in their works: Kolesnyk V. T. [4], Lytvynenko V. I. [5], Shepetko S. A. [6], Fedosova O. V., Mykhailova Yu. O. [7] and others. However, consideration of the strategic basis for legislative support of state policy in the fight against organized crime under the conditions of reforming law enforcement agencies, none of these authors did, which reinforces the relevance of the topic of this study.

Formulation of the aim of the article. The aim of the article is to determine the directions of improvement legislative measures in the sphere of state security in the fight against organized crime.

Presentation of the main material of the study. In recent years in Ukraine, certain documents of a strategic departmental nature have been approved and are in effect, the provisions of which declare state policy priorities in certain specific areas of law enforcement. In particular, on November 23, 2015, the Cabinet of Ministers of Ukraine approved the Development Strategy of the State Border Service of Ukraine [8]; on November 15, 2017, at the government level, the authorities approved the development strategy of the system of the Ministry of Internal Affairs for the period until 2020 [9]. However, efforts to adopt an integrated strategy to combat organized crime with the partici-

pation of responsible entities, namely, law enforcement agencies have not yet yielded the expected positive result.

It is well known that the strategy to combat organized crime is a comprehensive fundamental document that defines the directions and mechanisms for implementing state policy to improve legislative and institutional support, ways to establish effective interaction and coordination, as well as enhance international cooperation in the fight against organized crime in modern conditions. The purpose of this program document is to identify ways to ensure the effective fight against organized crime through the introduction of international standards and the formation of an adequate system of measures to prevent and combat the activities of organized crime groups, primarily in the economic and financial-banking sectors and cyberspace. Thus, for the state, the Strategy for Combating Organized Crime is an essential act, which should determine important organizational and legal directions and address pressing issues of countering organized crime at the strategic and tactical levels. The draft Strategy was to be prepared in accordance with the National Security Strategy of Ukraine and the commitments made by Ukraine as part of the Association Agreement between Ukraine and the EU, the Action Plan for its implementation, to protect the rights and freedoms of man and citizen, the interests of the private sector, society and state from threats of organized crime.

It should be pointed out that it is the Strategy for the Fight against Organized Crime that should become a fundamental document, the provisions

of which should determine the directions for the further development of the system for combating organized crime and the mechanisms for implementing state policy in this field. This document acquires particular relevance in the context of armed aggression against Ukraine, large-scale manifestations of separatism, efforts and attempts to form terrorist organizations, in connection with which organized crime is a direct and immediate threat to the national security of Ukraine. Escalation of cruelty and violence, destabilization of the internal socio-political situation leads to disruption of the functioning of state and local government bodies, as well as undermining the authority of the state and its bodies among the population.

Therefore, the principles of the state policy in the fight against organized crime should also be reflected in the Strategy, which should include: the definition of an approach based on information obtained as a result of practical measures to combat organized crime; identification of risks and threats posed by organized criminal activity, their constant analysis and response to them; the implementation by state bodies, civil society institutions and foreign partners of targeted, forward-looking, concerted and complementary measures in the fight against organized crime; ensuring an integrated, methodical and holistic approach to combating organized crime, including taking measures to prevent and suppress the activities of organized criminal groups, both strategic nature (that are trying to influence the threat) and operational one (that are trying to influence specific organized criminal groups and their participants).

The abovementioned indicates the relevance and expediency of preparing a new fundamental document that would proclaim at the national level the principles of state policy in the fight against organized crime. Unfortunately, at the end of 2018, our State did not have a basic strategic document that would determine state policy priorities aimed at overcoming the causes and factors of organized crime in Ukraine and its prerequisites.

It is worth noting that the decision of the Council of National Security and Defense of Ukraine “On urgent measures to neutralize threats to national security in the field of migration policy”, enacted by Decree of the President of Ukraine as of March 17, 2018 № 72/2018 [10], is declared by regulatory standards that until July 1, 2018, the Cabinet of Ministers of Ukraine should develop and approve a draft Strategy for Combating Organized Crime together with an action plan that will contain specific goals, activities, deadlines, expected results, performance indicators sufficiently resourced, providing a comprehensive introduction of modern systems of criminal analysis, in particular Europol methodology. To implement this decision, in accordance with the letter of the Secretary of the National Security and Defense Council of Ukraine, A. Turchinov, as of dated February 8, 2017 № 204/11-05/2-18, the Cabinet of Ministers of Ukraine instructed all responsible entities, including the Ministry of Internal Affairs, the Security Service of Ukraine, the National Anti-corruption Bureau of Ukraine, the State Financial Monitoring Service, Ministry of Economic Development and Trade, Ministry of Justice, National

Police, State Border Guard Service of Ukraine, State Fiscal Service, National Agency on Corruption Prevention, Asset Recovery and Management Agency to join efforts to develop a Strategy, the draft of which was expected to be submitted to the Government before July 1, 2018. An interdepartmental working group was established to fulfill the order of the Cabinet of Ministers and the National Security and Defense Council of Ukraine, which was approved by the Order of the Ministry of Internal Affairs of Ukraine as of 03.05.2018 № 361, with the aim of a collegial interdepartmental discussion of the draft Strategy for Combating Organized Crime and its Action Plan implementation prepared jointly by the Ministry of Internal Affairs of Ukraine and European colleagues, which were subsequently sent to the authorized state and law enforcement agencies with a view to their harmonization. However, unfortunately, even at the beginning of 2019, neither the Strategy nor the Action Plan for its implementation were finalized by the Government.

In the framework of the implementation of the provisions of the Strategy at the national level, the problems of combating organized crime are planned to be solved by: improving the regulatory framework for combating organized crime; creating an effective system of institutional support for combating organized crime; involving the public to actively participate in the fight against organized crime; intensifying and strengthening international cooperation in the fight against organized crime; information, analytical, scientific and personnel support for the fight against organized crime.

One of the important areas should be determined by strengthening the capabilities of law enforcement agencies — the subjects of the fight against organized crime, which is impossible without introducing a system of criminal analysis and risk analysis of organized crime into their activities, which comply with the EU standard, provides for the development and implementation of a standardized analytical methodology for assessing the threat of organized crime and serious crimes (SOCTA Ukraine), its use to assess the real situation in this area and identify gaps in STEM to obtain relevant operational information. Thus, the priority should be effective cooperation with Interpol, Europol and other international partners on a bilateral and multilateral basis in accordance with national legislation and international treaties, the creation and development of a national police database associated with international databases.

As rightly pointed out by V. A. Hlukhoveria, for Ukraine, which has chosen a course for European integration, it is very important to study and use the positive experience of reforming law enforcement agencies in Western states. The reforms initiated recently in law enforcement, along with improving the functioning of the law enforcement system, should help increase public confidence in the latter, establish justice, legitimacy, and serve as additional guarantees for ensuring the rights of citizens. At the same time, in his opinion, the main lack of reforms in the domestic law enforcement sphere is the lack of a consistent state policy, which should be based on the principles of planning and consistency [11].

Considering the above, the effectiveness of law enforcement in the fight against organized crime should include the introduction of active forms of cooperation with similar structures of foreign states through the exchange of information about criminal organizations and individuals involved in their activities; organizing and conducting joint operational activities and cross-border operations to prevent and counter organized crime, including the expansion of the exchange of experience, internships and joint training of specialists of special units to combat organized crime, the introduction of international technical assistance projects aimed at strengthening the capabilities of bodies engaged in the fight against organized crime, the supply of modern special equipment, weapons and other means of combating organized crime.

The provisions of the Strategy should regulate the procedure for the use by state bodies involved in combating organized crime of the latest methods of risk management, threat assessment and the impact of cross-border and transnational organized crime on sociopolitical and socio-economic processes in the state in order to take preventive measures for their localization and minimization of possible negative consequences. Against this background, it is also advisable to ensure the harmonization of statistical reporting forms of law enforcement agencies on recording criminal offenses related to organized criminal activity with statistical reporting forms of the judiciary based on the results of criminal proceedings on such offenses reviewed by courts, to declaratively define the authorized body to prepare the annual report on the imple-

mentation of public policy in the fight against organized crime and special status reports on organized crime in Ukraine, the main directions and results of the fight against such crime, as well as resource needs.

E. Skulysh rightly points out that the criminal policy of the state should be offensive in nature and be implemented in a regime of tighter opposition to crime [12, p. 128]. To conclude, it is impossible to improve the state of the criminogenic situation without improving the mechanism of research support for combating organized crime, while providing for a systematic and comprehensive study of the existing problems of regulatory and institutional support for combating organized criminal groups based on the best practices of foreign experience.

The basic provisions of the Strategy should also reflect the mechanisms for establishing strategic communications in the fight against organized crime: the creation of strategic narratives aimed at supporting society in the actions of bodies engaged in the fight against organized crime; active involvement of civil society institutions; the declared rejection of the practice of tolerance by the government and the society of actions of organized crime. Of course, the implementation of the provisions of the Strategy should be carried out consistently on the basis of optimal and balanced decisions, which should take into account the positive experience and best practices of the leading EU states. As M. Kryshtanovych objectively notes, according to the European experience, law enforcement activities should be carried out in such a way that their main focus is on the immediate and long-term

service of the population in the field of enhancing its security [13].

Also, in order to implement the Strategy, an appropriate Action Plan should be developed and approved by the Government of the State, which should be subject to an imperative order of annual review, taking into account the results of the implementation of certain measures, conclusions and recommendations of the annual report on the implementation of state policy in the fight against organized crime. The plan of measures for the implementation of the Strategy should include specific measures, deadlines for their implementation, a list of responsible executors and expected results (performance indicators). The practical implementation of the provisions of the Strategy will significantly reduce the spread of organized crime in Ukraine, increase public confidence in the authorities, and create the necessary conditions for the growth of foreign investment in the state's economy.

An important aspect of law enforcement activity in the field of combating organized crime remains the assessment of the implementation status of the Strategy, which should be based on the implementation of the Action Plan for its implementation, which is included in the annual report on the implementation of state policy in the fight against organized crime. Criteria for such an assessment should be the following points: the creation of an adequate system of measures to prevent and combat organized crime in the economic, financial and banking sectors and cyberspace; the introduction of international standards in these fields and effective mechanisms for coordination and interaction; in-

creasing the effectiveness of the bodies engaged in the fight against organized crime, and the deepening of their international cooperation.

Conclusions and prospects for further research. The deterioration of problems related to organized crime, first of all, is a consequence of the imbalance of regulatory support and the lack of a strategic systems approach at the national level in the organization to counter this phenomenon. Given the complex nature of organized crime, the deterioration of the crime situation, the organization of a systemic fight against organized crime should be one of the priority tasks of modern state security. Given the complex nature of organized crime, the deterioration of the crime situation, the organization of a systemic fight against organized crime should be one of the priority tasks of modern state security. Unfortunately, the government's activity in this direction is rather slow, irresponsible and worthless. Since before July 1, 2018, the Cabinet of Ministers of Ukraine had to develop and approve a draft Strategy for Combating Organized Crime together with an Action Plan for its implementation, one of the key tasks of the Government of Ukraine remains the immediate formation and regulatory consolidation of the basis of state policy in the fight against organized crime. This, in turn, provides for the acceleration of the adoption of a modern strategy to combat organized crime as a fundamental document that declares and identifies priority areas and mechanisms for implementing state policy to improve legislative and institutional support, establish effective interaction and coordination within the domestic law enforcement system,

enhance transnational cooperation in the fight against organized crime in the modern conditions.

Also it is advisable to introduce the European experience in order to strengthen the political responsibility of the government, in particular its authorized officials of the Department of security, defense, the activities of justice and corruption prevention of the Cabinet of Ministers of Ukraine, responsible for supporting the development and approval of nation-wide strategic documents on government level, implementation of state security. Prospective scientific studies on this issue have to cover the stages of regulatory support for the further implementation of the priorities of the Organized Crime Strategy, taking into account the existing positive European experience, practical implementation of modern criminal analysis systems, in particular, the methodology of the European Police Office, strengthening of interdepartmental interaction, monitoring the implementation of the plan of measures for its implementation by the responsible entities, which is subject to annual refinement taking into account the achievements, conclusions and recommendations of the annual assessment of the state of the implementation of state control policy with organized crime.

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GLOBAL PROCESSES AS TO IMPROVE THE DEVELOPMENT OF THE COUNTRY AND BORDER REGIONS

Abstract. The article states that the formation and implementation of the policy of openness of the Ukrainian economy involves the search for ways of mutually beneficial international economic cooperation, protection of the interests of the national market from the unfavourable influence of the world situation, support of domestic commodity producers, and the implementation of measures of moderate protectionism.

It has been determined that globalization urgently needs for the regions and local communities to identify and develop sustainable competitive advantages as a criterion for their viability in the conditions of global competition. Transforming traditional local resources into global ones, globalization raises the challenge of competitiveness of the region as its ability to respond to the challenges of the

global environment by creating and protecting unique local competitive advantages.

It is substantiated that the formation and implementation of the policy of openness of the Ukrainian economy involves the search for ways of mutually beneficial international economic cooperation, protection of the interests of the national market from the unfavourable influence of the world situation, support of domestic commodity producers, and the implementation of measures of moderate protectionism.

It is proved that the formation of ties of border regions in the global space is due to the expansion of powers of the local authorities in the international, in particular, foreign economic relations. In this context, in the framework of globalization the border regions provide an infrastructure for the movement of the goods, capital and labour. As a result, the economic situation improves in those regions that were peripheral and lagging behind in development.

It is determined that an important component of the international economic activity of the region is the development of the multilateral forms of economic cooperation of the border regions of the neighbouring countries. This work begins with the establishment of priority areas of cooperation based on the definition of the interests of the economic entities. The significance of the development of such connections is explained by the important infrastructure functions of the border regions in the international economic activity of the state: controlling, barrier, contact and distribution. The establishment of international relations in the border regions is due to the expansion of powers of the local authorities in the international, in particular, foreign economic relations. In this context, in the framework of globalization the border regions provide an infrastructure for the movement of the goods, capital and labour.

Keywords: globalization, competitiveness, border regions, regional development, territorial structures.

ГЛОБАЛЬНІ ПРОЦЕСИ ЯК СТИМУЛ РОЗВИТКУ КРАЇНИ ТА ПРИКОРДОННИХ РЕГІОНІВ

Анотація. Обґрунтовано, що формування і реалізація політики відкритості української економіки передбачає пошук шляхів взаємовигідного міжнародного економічного співробітництва, захист інтересів національного ринку від несприятливого впливу світової кон'юнктури, підтримку вітчизняних товаровиробників, здійснення заходів поміркованого протекціонізму.

Визначено, що глобалізація актуалізує для регіонів та локальних спільнот необхідність визначення та розвитку стійких конкурентних переваг як критерію їх життєздатності в умовах глобальної конкуренції. Перетворюючи традиційні локальні ресурси на глобальні, глобалізація обумовлює постановку проблеми конкурентоспроможності регіону як його здатності відповідати на виклики глобального середовища шляхом створення та захисту унікальних локальних конкурентних переваг.

Обґрунтовано, що формування та реалізація політики відкритості української економіки передбачає пошук шляхів взаємовигідного міжнародного економічного співробітництва, захист інтересів національного ринку від несприятливого впливу світової кон'юнктури, підтримку вітчизняних товаровиробників, здійснення заходів поміркованого протекціонізму.

Доведено, що утворення зв'язків прикордонних регіонів у глобальному просторі пояснюється розширенням повноважень місцевих органів влади у міжнародних, зокрема, зовнішньоекономічних зв'язках. При цьому, в рамках глобалізації прикордонні регіони забезпечують інфраструктуру для переміщення товарів, капіталів та робочої сили. Як наслідок, покращується економічне становище в тих регіонах, які були периферійними територіями і відставали у розвитку.

Визначено, що важливим компонентом міжнародної економічної діяльності регіону є розвиток багатосторонніх форм економічного співробітництва прикордонних регіонів сусідніх країн. Така робота починається зі встановлення пріоритетних напрямів співробітництва на базі визначення інтересів господарюючих суб'єктів. Значущість розвитку таких зв'язків пояснюється важливими інфраструктурними функціями прикордонних регіонів в міжнародній економічній діяльності держави: контролюючими, бар'єрними, контактними та розподільчими. Утворення міжнародних зв'язків прикордонних регіонів пояснюється розширенням повноважень місцевих органів влади у міжнародних, зокрема, зовнішньоекономічних, зв'язках. При цьому, в рамках глобалізації прикордонні регіони забезпечують інфраструктуру для переміщення товарів, капіталів та робочої сили.

Ключові слова: глобалізація, конкурентоспроможність, прикордонні регіони, регіональний розвиток, територіальні структури.

ГЛОБАЛЬНЫЕ ПРОЦЕССЫ КАК СТИМУЛ РАЗВИТИЯ СТРАНЫ И ПОГРАНИЧНЫХ РЕГИОНОВ

Аннотация. Обосновано, что формирование и реализация политики открытости украинской экономики предполагает поиск путей взаимовыгодного международного экономического сотрудничества, защита интересов национального рынка от неблагоприятного воздействия мировой конъюнктуры, поддержку отечественных товаропроизводителей, осуществление мероприятий умеренного протекционизма.

Определено, что глобализация актуализирует для регионов и локальных сообществ необходимость определения и развития устойчивых конкурентных преимуществ в качестве критерия их жизнеспособности в условиях глобальной конкуренции. Превращая традиционные локальные ресурсы на глобальные, глобализация обуславливает постановку проблемы конкурентоспособности региона как его способности отвечать на вызовы глобальной среды путем создания и защиты уникальных локальных конкурентных преимуществ.

Обосновано, что формирование и реализация политики открытости украинской экономики предполагает поиск путей взаимовыгодного международного экономического сотрудничества, защиту интересов национального рынка от неблагоприятного воздействия мировой конъюнктуры, поддержку отечественных товаропроизводителей, осуществление мероприятий умеренного протекционизма.

Доказано, что образование связей приграничных регионов в глобальном пространстве объясняется расширением полномочий местных органов власти в международных, в частности, внешнеэкономических связях. При этом, в рамках глобализации приграничные регионы обеспечивают инфраструктуру для перемещения товаров, капиталов и рабочей силы. Как следствие, улучшается экономическое положение в тех регионах, которые были периферийными территориями и отставали в развитии.

Определено, что важным компонентом международной экономической деятельности региона является развитие многосторонних форм экономического сотрудничества приграничных регионов соседних стран. Такая работа начинается с установления приоритетных направлений сотрудничества на базе определения интересов хозяйствующих субъектов. Значимость развития таких связей объясняется важными инфраструктурными функциями приграничных регионов в международной экономической деятельности государства: контролирующими, барьерными, контактными и распределительными. Образование международных связей приграничных регионов объясняется расширением полномочий местных органов власти в международных, в частности, внешнеэкономических, связях. При этом, в рамках глобализации приграничные регионы обеспечивают инфраструктуру для перемещения товаров, капиталов и рабочей силы.

Ключевые слова: глобализация, конкурентоспособность, пограничные регионы, региональное развитие, территориальные структуры.

Formulation of the problem. A globalized region can be defined as an economic territory that carries out regular economic relations with foreign countries, which become a significant factor in its socio-economic development. This region becomes an independent geo-economic entity. It is obvious that not all the territorial unions can act as geo-economic actors. To do this, at least two criteria must be met: to have specific strategic economic interests in the global space and

the real possibilities for their realization.

The impact of globalization on the regional development is manifested in the transformation of the national regions into active participants in the global international economic relations, where competition is taking place for the resources and consumers of the region as a place for investment, business, and residence. In addition, globalization is radically changing priorities in the system of competitive advantages

of the region, since the local resources are becoming global in nature.

The processes of globalization of the local resources are due to the desire to access such resources of the region, such as low labour costs, availability of natural resources, a capacious domestic market. This is the main motive for the activities of the transnational structures and is one of the driving forces of the globalization.

Analysis of recent research and publications. The trends in the development of the world economy, peculiarities of the implementation of international economic activity and its regulation are devoted to the study of domestic and foreign economists P. Kruhman, M. Porter, M. Obstfeld, V. K. Lomakin, Yu. V. Makohon, N. A. Mikula and others.

Some aspects of the regional development are studied in the writings of S. Fischer, L. Ledebur, E. Blakeley, R. Dornbush, M. Dolishny, S. Varnalia, M. Butko, V. Stechenko, L. Yaremko. In addition, it should be noted that with a significant number of works on specific areas of the regional development, insufficient attention is paid to the issues of determining the role and significance of the regions in the development of the international economic activity of the state.

The purposes (goal) of the article is to formulate the development of the country and its border regions in the process of globalization.

Presentation of the main material. Globalization not only minimizes the importance of traditional regional competitive advantages, but also reduces the role of distance as a protective barrier to the development of competitive

processes. The development of information and communication systems, network firms, e-commerce removed the “distance protection” and led to the emergence of fundamentally new types of competition in the territory. As a consequence of the elimination of the protective function of the barrier of distance also advances in the level of openness of the regional economy. That is, the economic positions, even in relatively closed areas, depend on the situation in other countries and regions.

All this leads to the formation and development of a global sphere of economic activity in which the role of the globalized regions will grow ever more. The main elements and prerequisites for the formation of such a sphere of activity should include:

- policy of leading entities of the world economy – individual countries, regions, regional entities, integration associations, transnational structures, international organizations;
- formal and informal norms governing the movement of the factors of production;
- principles and mechanisms of the international economic relations;
- production, scientific and technical and technological preconditions for the formation of a global sphere of the economic activity that lead to the development of the global infrastructure and contribute to the global integration of the national markets;
- development of the global logistics and production networks of the transnational structures, the introduction of common criteria for macroeconomic policy, the strengthening of the tendencies towards the standardization and

unification of the product quality requirements;

- emergence of new organizational forms of activities of various economic actors, leveling the national barriers in the implementation of the global economic and production activities;

- emergence and development of fundamentally new information systems that provide services for the global financial, commodity and other networks;

- development of the global educational and cultural sphere through the dissemination of distance education, cultural exchanges, etc.

Thus, in conditions of globalization of the world economy it is necessary to ensure conditions for increasing the competitiveness of the national economy and its regions as geo-economic actors. In connection with the formation of the concept of a globalized region should indicate the following features [1]:

- availability of geo-economic potential. We are talking about certain export opportunities, resources for international exchange of capital, the capacity for technological exchange, readiness for internationalization of the production, etc. This creates the pre-conditions for integrating the region into the world economic space in order to meet its foreign economic interests;

- presence of foreign economic infrastructure, which includes two types of provision: physical and institutional. In the first case it is a question of the existence of convenient means of transport, communication facilities, exhibition space, etc. In the second – about the proper institutional support: the presence of a regional office of the In-

ternational Chamber of Commerce, branches of transnational banks, centers for promoting foreign investment, etc.;

- positioning of the region in the global business environment: definition of its product specialization, finding a niche in the world market, searching for opportunities for joining the world production chains;

- real inclusion of the region in the system of the international economic relations. This means the output of the local business entities to world markets for goods and services, capital, technology, labour, and, as a result, to obtain a share of the world income;

- participation in the international or trans-regional economic organizations. It may be about participation in the Euroregion, the European Association of Border Regions, cooperation with international financial institutions and others;

- existence of special authorities for managing foreign economic activity, business and public associations, with the aim of organizing and promoting cross-border economic contacts. In addition to the official institutions, these may be territorial associations of exporters or importers, agencies promoting small and medium-sized businesses in search of foreign partners or assistance to foreign investors, etc.;

- conducting a conscious, scientifically grounded policy of international economic activity (IEA) based on medium and long-term programs and plans;

- development of special measures (programs) for increasing the competitiveness of the products both on the domestic and foreign markets;

- taking steps to create a positive image of the territory in order to attract foreign firms and regions to economic cooperation. It is about creating a stable “geo-economic image” of the region, a kind of “brand” of the territory that distinguishes it from among the others and will highlight the important positive features;

- widespread use of external development resources to accelerate economic growth and increase the living standard of the regional community;

- significant dependence of the socio-economic development of the region on external factors, the state of international economic relations;

- emergence of foreign economic threats and the formation of a system of counteraction to them.

This involves the creation in the regional unit of management of a special unit whose task should be to track, prevent and counteract the foreign economic dangers.

In today’s conditions of development of the global economic system the regions have acquired the status of its full subjects. Thus, according to the theory of systems, all the contradictions in the development of the global economy are manifested at the regional level. There are three contradictory trends in the development of the world economy that have the greatest influence on regional development, namely: unity and struggle of the global and the local, unification and differentiation, distribution and concentration.

Globalization urgently needs for regions and local communities to identify and develop sustainable competitive advantages as a criterion for their viability in the face of the global competi-

tion. Transforming the traditional local resources into global ones, globalization raises the challenge of competitiveness of the region as its ability to respond to the challenges of the global environment by creating and protecting the unique local competitive advantages.

The essence of the contradictory interaction of the unification and differentiation is, on the one hand, in the unification and standardization of the business processes and principles of economic activity in the region, and on the other – in enhancing the role of those elements of the local environment that give them the uniqueness, originality and provide competitive advantages, which can not be reproduced in other places (social capital, image, regional innovation system). Under these conditions there is a paradox: in a global competition, the competition actors are becoming more global, and the competitive advantages are becoming more localized. This is explained by the fact that all the traditional local preferences are quickly leveled, absorbed by the global markets, while the critical importance for ensuring the competitiveness of the regions acquires those benefits that can not be relocated and reproduced elsewhere.

An important contradictory tendency is the globalization of innovation activity and its simultaneous concentration in a limited number of regions. It should be noted that the prerequisite for the effective dissemination of innovation is the geographical proximity and mutual trust between the participants in the innovation process. Thus, the distance again becomes a significant factor in the creation of the local competitive advantages, but in a new qua-

lity — as a factor in the formation of a regional environment for the dissemination of innovation. It is in this context that the competitive status of the individual national regions can be equal to or even exceed the positions of the traditional participants in the global competition [2, p. 41].

Consequently, globalization transforms the regions into full participants in the international economic relations, but at the same time they update the need for them to identify and protect their unique local competitive advantages as imperatives of increasing international competitiveness in a globalized world. Thus, the actual task of the modern development of the regions aimed at sustainable growth in the conditions of globalization and the benefits of this process is the formation and development of sectors, clusters, industries and technological complexes in the economy, which should become the basis for the formation of new regional alliances, in particular, globalized. This will lead to redistribution of the investment, financial, material flows and human capital to the new post-industrial sector of the economy, the formation of which is extremely important for the current stage of the development of the Ukrainian economy.

In today's conditions of development of the world economy and growing globalization, the role and importance of the international economic activity for the country as a whole, as well as its regions and business entities at the micro level dramatically increases. The impact of the global component on regional and national economic development is constantly increasing. Obviously, the intensification of the ex-

ternal relations and the development of the international economic activity is of strategic importance for the growth of the economy. The formation and implementation of the relevant foreign economic priorities contributes to the sustainable development of both the economy of the country as a whole and its regions. In this connection, the necessity of developing and implementing measures, methods, models, strategies for the development of the international economic activity of the region and its subjects of economic activity in the conditions of globalization becomes of special importance.

The development of the modern world economy, along with the growing level of interdependence and globalization, is characterized by structural disparities that are particularly activated in the world trade. As a result, the disproportionality of the territorial and economic development of the subsystems of the world economy is increasing, the geo-economic, social, religious, ecological components of the functioning of the national economies and the world economy in general are increasing.

Obviously, the global processes significantly stimulate the development of the individual countries and regions, but their positive or negative impact on the national economy depends to a large extent on the nature of the country's participation in the international division of labour, its level of competitiveness on the world market, the effectiveness of the use of potential in those areas where there is competitive advantage available. In this regard, one can conclude that there is a need to strengthen the regulatory role of the state in the

foreign economic sphere, the implementation of an active industrial policy, etc.

The strengthening of the position of the state in the world economy is possible only on the basis of objectively formed foreign economic specialization of the economic complex. In this case, it is not about the country's short-term success in the world market, but about a long-term, sustainable process that reflects the real benefits of the national economy in the international division of labour. The realization of such advantages and main potential opportunities of the economy should be carried out due to both effective production and economic activity and business structures through effective measures of internal and external economic state policy, as well as changes in the strategic foreign economic guidelines for implementation of innovation and investment breakthrough due to the technological regeneration of the national economy.

At the same time, by forming the international specialization of the national economy, along with the development and support of its export component, it is necessary to increase the capacity of import-substituting production the realization of which is capable of reducing the dependence of the domestic market on the import of foreign products and changing the profile of such specialization. The purpose in this case is to increase the competitiveness of the national economy, taking into account the established level of competitiveness of the domestic producers of goods and services and the real prospects for its further increase.

The profile of the foreign economic specialization of the national economy

is the result of a combination and interaction of the factors described in the classical and modern theories of the development of the international exchange. The influence of these factors on the development of the foreign trade of Ukraine during the last decade is difficult and often contradictory. Along with the reforms achieved by the significant liberalization of the foreign trade, the state of foreign trade turnover is directly influenced by the trends in the development of production, the state of the technical and scientific base of the industry, as well as solvent consumer demand in the domestic market. At the same time, the liberalization of the foreign trade and the openness of the economy dramatically increased the impact on it of changes in the world economic situation.

It should be noted that for today Ukraine is not a production-economic model of foreign economic cooperation, but a traditional trade.

In the sphere of import Ukraine is implementing a policy of moderate liberalism, which combines the liberalization of the foreign trade with the protection of the national market. However, the share in the foreign economic cooperation of such forms as production cooperation, investment interaction and scientific and technical exchange is insignificant. In fact, simple commodity exchange prevails.

Such results of the development of the international economic activity are the result of the absence of a balanced and consistent foreign economic policy, taking into account the trends of the world economy in the conditions of globalization. The state has virtually

ceased to regulate and control the foreign economic activity.

At the same time, in recent years, the regional economy has become more open, the geography of the international economic activity of the regions has considerably expanded, the inflow of the foreign investments has increased in separate regions, the share of exports and imports in the regional gross product has increased.

The question of the scope and limits of independent activity of the regions in the foreign economic sphere is the subject of discussion among scientists and politicians.

The degree of inclusion of the regional economy in the world economic relations also depends on the following factors: the volume, structure and dynamics of the foreign investment for a certain period of time, the nature and form of the use of the foreign investment in the region; dynamics of the direct foreign investments; the size of the influence of the foreign investment on the volume of production and the sectoral structure of the regional economy.

Determining the prospects of investment cooperation of the regional enterprises and its development trends requires a special analysis of the investment potential of the region, its investment attractiveness (existing and potential), the mechanism of formation and structure of the "investment portfolio" of the region, developed projects.

Thus, the formation and implementation of the policy of openness of the Ukrainian economy involves the search for ways of mutually beneficial international economic cooperation, protection of the interests of the national market from the adverse impact of the

world situation, support of domestic commodity producers, and the implementation of the measures of moderate protectionism.

Globalization becomes especially significant in the context of the expansion of the foreign economic relations of the liberalization, which fundamentally changes the nature of the interaction of the world, national and regional economies. The active inclusion of the regions of the country in the world economic processes is associated with a large number of contradictions the solution of which will allow more efficient use of the potential of regions in the development of the international economic activity of the state. The processes of the integration and globalization of the world economy imply the need to find a system for the effective organization and management of the international economic relations of the regions and increase their role in the international economic relations of Ukraine.

A characteristic feature of the modern world economy is the rapid growth of the international economic relations between the countries and their regions, deepening of the international division of labour, internationalization of the economic life and international competition.

Analyzing the role of the regional economy in the development of the international economic activity of the state it should be noted that the systematization of the national economies, the allocation of the types of countries and regions, their grouping is necessary in order to [3]: systematize the countries and regions in accordance with the peculiarities and level of their development; identify the characteristics

of the countries and regions; determine the place of the countries and regions in the world economy and international economic relations; identify and anticipate the prospects for the development of the countries and regions.

Thus, the effective development and activation of the participation of the regions in the international economic activity of the state should be based on the harmonization, coordination and realization of the regional and state economic interests. The formation and implementation on this basis of the regional strategy for the development of the IEA will contribute to the evolution of territorial inter-district structures that ensure the consolidation of resources and the coordination of economic interests at all the levels of management, as well as the implementation of the state priorities in the world markets.

The regions of the developed countries with which the Ukrainian regions compete in the international market, due to high quality and sufficient quantity of natural, industrial and human resources in combination with an effective modern management system and state support turn into powerful independent players of the international market [4]. Therefore, the regions can be considered as subjects of the international economic relations that are independent players in the international markets of the goods, services and human capital.

On the other hand, with the easing of the crisis trends and the expansion of the domestic market, the orientation of the regional economy to the external market negatively affects the domestic market, trade relations between the

regions of the country, hindering the development of the territorial division of labour. Therefore, in this case it is necessary, along with the preservation of the international relations, to ensure legislative, infrastructural and other factors of the interregional ties.

An important characteristic of the national economy is the competitiveness of the country, which, along with other factors, is determined by the competitiveness of the regions that are part of it. The competitiveness of the regions is determined by the following factors [5]: quality and quantity of human capital of the region; security and efficiency of the use of the natural resources; level of the energy development; level of infrastructure development serving the IEA of the region; presence and level of development of the enterprises operating in the foreign market; competitiveness of the region's products; legislative base of the country; efficiency of attracting external and internal investments.

Thus, the sustainable development of the region with developed foreign economic relations depends on the foreign economic stability of the IEA of the region, which is influenced by the following factors [6]: level of the regional gross product; territorial orientation of the region; natural raw material potential; sectoral structure of the economy; functional features of the region.

Conclusions. Consequently, the regions with a significant share of foreign trade turnover are significantly dependent on the external markets, but the markets in the regions with a small development of international relations also indirectly depend on the external economic factors that affect the domes-

tic prices and the position of the country's financial and credit system.

An important component of the international economic activity of the region is the development of multilateral forms of the economic cooperation of the border regions of the neighbouring countries. This work begins with the establishment of priority areas of cooperation based on the definition of the interests of the economic entities. The significance of the development of such connections is explained by the important infrastructure functions of the border regions in the international economic activity of the state: controlling, barrier, contact and distribution. The establishment of international relations in the border regions is due to the expansion of powers of the local authorities in the international, in particular, foreign economic relations. In this context, in the framework of globalization, the border regions provide an infrastructure for the movement of the goods, capital and labour. As a result, the economic situation improves in those regions that are peripheral and lagging behind in development.

In the internal economic sense the creation of special economic zones contributes to reducing the interregional inequalities in the economic development, the transfer of management and control of the international economic activity from the macroeconomic to the mesoeconomic level, which makes them more operational and flexible.

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THE SOCIAL PILLAR OF SUSTAINABLE DEVELOPMENT

Abstract. The relevance of studying the social pillar of sustainable development is defined. The long-term economic and social trends are revealed. The concept “sustainable development” is characterized. The scheme description of sustainable development and its pillars are analysed. The importance of the conception of sustainable development and its general characteristics are determined. The key principles of sustainable development are considered in the article. The integrated role of the social pillar of sustainable development according to its economic and environmental pillars is shown. The authors substantiate the necessity of implementing the sustainable development strategy in Ukraine that is caused by both internal and external factors.

The modern approach to sustainable development is the process of changing most people’s value priorities. The following international core values of development are declared – freedom, equality, solidarity, tolerance, respect for nature, and joint responsibility. The national goals of sustainable development are based on political, economic, social, environmental, moral, and cultural values that are characteristic for Ukrainian society. They define the focus of the strategy on the concern for the common good and protection of Ukrainian national interests.

The list of vectors, revealed in Strategy on Sustainable Development “Ukraine – 2020”, is presented. It is emphasized that strategic goal of sustainable development of Ukraine is based on dealing with national interests and fulfilling international obligations of Ukraine regarding the transition to sustainable development.

The necessity of pre-university education in the context of sustainable development is proved. It is emphasized that the key goal of the education in the 21st century is to develop thinking that is aimed at sustainable future and appropriate life values and priorities. The importance of cutting-edge education of sustainable development is characterized. Moreover, sustainable development is centered around a person, improving the quality of his/her life in favourable social and economic environment, as well as in clean environment.

Keywords: sustainable development, strategy, social pillar, economic pillar, environmental pillar, national goals, national interests, social capital.

СОЦІАЛЬНА СКЛАДОВА СТАЛОГО РОЗВИТКУ

Анотація. Визначено актуальність дослідження соціальної складової сталого розвитку. Наведено довгострокові економічні та соціальні тенденції. Схарактеризовано поняття “сталого розвитку”. Запропоновано схематичний

вигляд сталого розвитку та його складових. Визначено важливість концепції сталого розвитку та його загальні проблеми. Розглянуто ключові принципи сталого розвитку. Визначено головні цілі сталого розвитку. Окреслено інтегруючу роль соціальної складової сталого розвитку щодо економічної та екологічної складових. Обґрунтовано необхідність впровадження в Україні стратегії сталого розвитку, зумовлені чинниками як внутрішнього, так і зовнішнього характеру.

Сучасний перехід до сталого розвитку — це процес зміни ціннісних орієнтацій багатьох людей. Визнаними міжнародними фундаментальними цінностями розвитку є свобода, рівність, солідарність, толерантність, повага до природи, спільна відповідальність. Національні цілі сталого розвитку базуються на політичних, економічних, соціальних, екологічних, моральних і культурних цінностях, властивих українському суспільству. Вони визначають спрямованість стратегії на турботу про спільне благо та захист національних інтересів України.

Викладено перелік векторів, визначених у Стратегії сталого розвитку “Україна–2020”. Підкреслено, що стратегічне бачення сталого розвитку України ґрунтується на забезпеченні національних інтересів та виконанні міжнародних зобов’язань України щодо переходу до сталого розвитку.

Зазначено необхідність довшівської освіти у контексті сталого розвитку. Підкреслено, що ключове завдання освіти у XXI столітті — розвиток мислення, орієнтованого на стале майбутнє та відповідні життєві цінності і пріоритети, та схарактеризовано важливість випереджаючої освіти сталого розвитку. Сталий розвиток орієнтований насамперед на людину та поліпшення якості її життя у сприятливому соціально-економічному середовищі та екологічно чистому природному доквіллі.

Ключові слова: екологічна складова, економічна складова, національні цілі, національний інтерес, соціальна складова, соціальний капітал, сталий розвиток, стратегія.

СОЦИАЛЬНАЯ СОСТАВЛЯЮЩАЯ УСТОЙЧИВОГО РАЗВИТИЯ

Аннотация. Определена актуальность исследования социальной составляющей устойчивого развития. Приведены долгосрочные экономические и социальные тенденции. Охарактеризовано понятие “устойчивое развитие”. Предложен схематический вид устойчивого развития и его составляющих. Определены важность концепции устойчивого развития и его общие проблемы. Рассмотрены ключевые принципы устойчивого развития. Очерчены главные цели устойчивого развития. Показана интегрирующая роль социальной составляющей устойчивого развития с экономической и экологической составляющих. Обоснована необходимость внедрения в Украине стратегии устойчивого развития, обусловленная факторами как внутреннего, так и внешнего характера.

Современный переход к устойчивому развитию — это процесс изменения ценностных ориентаций многих людей. Признанными международными

фундаментальными ценностями развития есть свобода, равенство, солидарность, терпимость, уважение к природе, общая ответственность. Национальные цели устойчивого развития базируются на политических, экономических, социальных, экологических, нравственных и культурных ценностях, присущих украинскому обществу. Они определяют направленность стратегии на заботу об общем благе и защите национальных интересов Украины.

Изложен перечень векторов, определенных в Стратегии устойчивого развития “Украина – 2020”. Подчеркнуто, что стратегическое видение устойчивого развития Украины основывается на обеспечении национальных интересов и выполнении международных обязательств Украины относительно перехода к устойчивому развитию.

Указана необходимость довузовского образования в контексте устойчивого развития. Подчеркнуто, что ключевая задача образования в XXI веке – развитие мышления, ориентированного на устойчивое будущее и соответствующие жизненные ценности и приоритеты, и охарактеризована важность опережающего образования устойчивого развития. Кроме того, устойчивое развитие ориентировано прежде всего на человека и улучшение качества его жизни в благоприятной социально-экономической среде и экологически чистой природной среде.

Ключевые слова: экологическая составляющая, экономическая составляющая, национальные цели, национальный интерес, социальная составляющая, социальный капитал, устойчивое развитие, стратегия.

Problem statement. The implementation of the social pillar of sustainable development takes place while fulfilling the tasks and functions of combining economic and environmental pillars if the conditions for enhancing every citizen’s role and the whole society as a subject of this process are present.

Analysis of recent studies and publications on research issues. The issues of the social pillar of sustainable development are studied by the authors, such as T. Dillick, M. Keimer, D. Meadows, M. Porter, K. Hockerts et al.

The research is relevant as nowadays the ideas of creating the values accepted by everyone, corporative sustainability, and sustainable development are getting greater support. These ideas are

considered to be the possible guidelines for both the development of the society and activities of business organizations.

Purpose of the article is to substantiate the implementation of the sustainable development strategy in Ukraine.

Presentation of the main material of research. In recent years, the concept of sustainable development is getting more and more popular. As American researchers T. Dillick and K. Hockerts, who are engaged in the research of this subject area, have pointed out “sustainability has changed into a mantra of the 21st century” [1]. The growing interest in the phenomenon of sustainable development is confirmed by creating international initiatives, establishing

international and national research centers, discussing the problem of sustainable development at sites of leading world forums, increasing the number of publications on the issues of sustainable development, sustainable economic growth, and corporative sustainability. To prove these statements, we can give the materials of International Forum "RIO + 20", which was held in 2012. One of the main issues of the forum was the corporative sustainability.

The relevance of the research and wide discussion of the problems of sustainable development are connected to a great number of causes, which have cognitive, theoretical, and practical nature, and to building a number of long-term economic and social trends. First of all, it is about the search for economic model, which is alternative for the neoliberal model of capitalism that has been developed by the beginning of the 21st century in many economically developed countries. This model is based on postulates of neoclassical guideline of economic theory whose representatives study economical thinking, economic growth, competitiveness and orientation of economic activities to achieving short-term results that are materialized through incomes and qualities of main imperatives of economic development. At the same time, nowadays the ideas of creating "common values (accepted by everyone)", corporative sustainability, and sustainable development are getting more support. Also, these ideas are regarded as possible guidelines for developing both the society and business organisation activities.

At present time there is a wide range of approaches to defining the essence of this phenomenon and the content

of appropriate issue which prove the lack of generally accepted integrated concept of sustainable development. One of the most popular experts in this area D. Meadows admitted: "We don't know what the sustainable development is, but we understand what it isn't like. Pointless energy consumption is not sustainable development. Cutting down the forests and destruction of soil cover are not either. Most people regard sustainable development as a certain end point in the development of the society. As soon as we reach this end point, all the environmental problems will automatically disappear. I think the sustainable development is not the ultimate goal, but it is how we move toward this goal" [2].

Among the main problems of sustainable development there is an issue of exhaustion of resources that is caused by increasing the needs on the basis of limited resources and, as a result, the problem of limited model of economic growth, which economically developed world countries follow, has arisen. It is not accidental that the first report devoted to the issues of sustainable development was prepared by Roman Club in 1972 and was called "The Limits of Growth". The emergence of the concept of sustainable development is associated with the awareness of the fact that society is at the brink of the global crisis that can be caused by consuming the resources and growing pressure on the biosphere which is resulted from people's economic activities, as well as the awareness of the necessity to build another model of economic growth which is based on the principles of sustainable development and well-balanced development.

We consider the model of sustainable development (Figure).

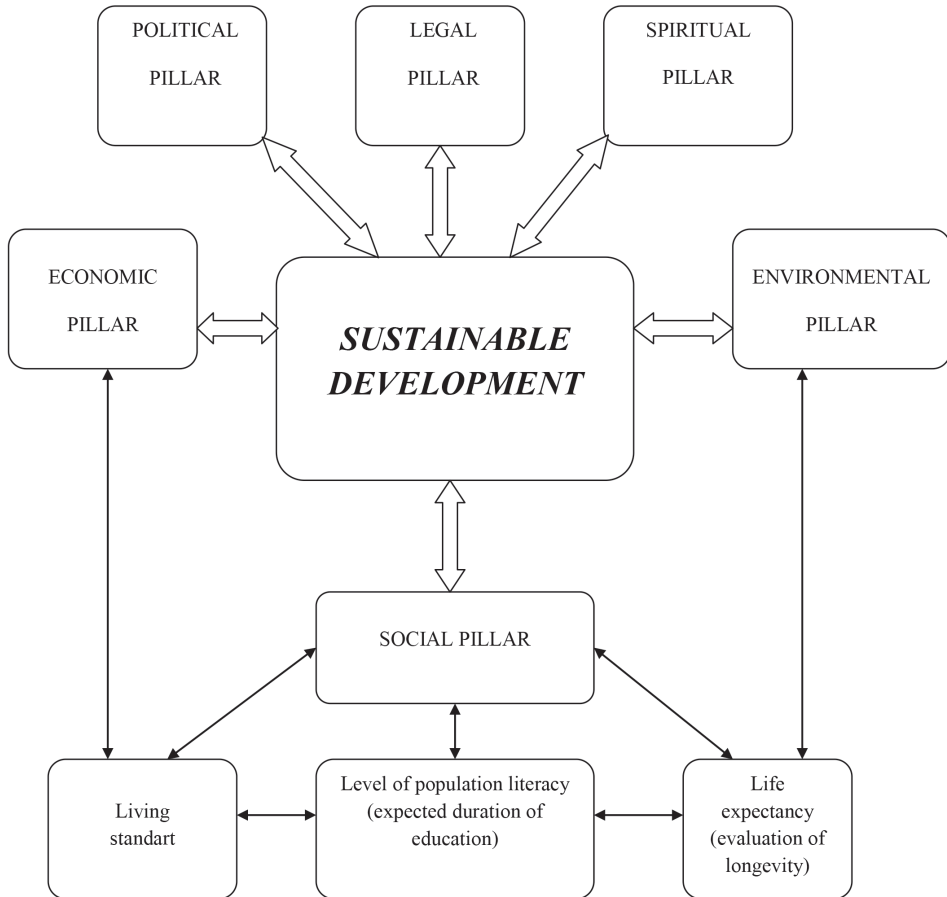
The orientation to sustainable development sets the coordinate system and results in the behavioral rules of economic activity subjects and appropriate restrictions:

- balanced economic growth, improving its quality and effectiveness;
- transition to the green model of economic growth that implies applying the ecological safety aspects, optimizing the environmental burden, and rational consuming of the resources;
- providing the optimal amount of profits and expenses (taking into con-

sideration the transforming of the external effect into internal one and the transition to accounting complete and real production costs);

- fair competition;
- responsible consumption;
- focus on achieving the long-term goals and realization of long-term interests of the society (improving the life quality with simultaneous preservation of environmental viability);
- achieving more social justice;
- implementing socially responsible model of running business.

We should regard the principles of balance and involving interested parties



Sustainable development and its pillars

as the key principles of sustainable development. The realization of the principle of balance assumes the balance of economic, environmental and social aspects of development; the interests of present and future generations, different interested parties, society and corporations; balanced economic growth. For its part, balanced economic growth ensures the steady growth rate that is accompanied with the activities for preserving the environment, decreasing its burden, increasing the level and quality of life, and achieving more social justice. The involvement of interested parties can be described as the orientation of the development to meeting the needs, demands and expectations of the society which is represented by a broad circle of interested parties (the population of the country, various social groups and categories).

The social pillar of sustainable development implies the meaning of results framework, as it is centered around a person as a subject and the aim of this development. Implementing the processes of sustainable development supports the active role of a person as a participant of social and economic activities and it directly concerns its social pillar. The main goals of sustainable development, while studying its social pillar, is to achieve those life standards, including the environmental impacts accepted for human existence, that are claimed to be normal for this society. However, as the experience of practical activities proves, the appropriate implementation of the goals appears to be impossible without involving the citizens into making and accepting the certain decisions at the level of authorities. The forms of participation

are various, but the main of them are the elections according to established democratic procedure and activities in non-governmental social organizations for performing the social initiatives, as well as they can have the form of social control over authorities' actions.

The influence of the society on authorities by elections for ensuring the social aspects of sustainable development is achieved if the issues of taxation and spending state budget funds are central for electors. The establishment of certain institutional frameworks for environmental protection events, including the compensation of damages caused in the process of environmental activities, are essential as well. So the understanding of sustainable development in the context of social pillar should definitely include the presence of the direct and indirect opportunity for every citizen to participate actively in the processes that directly concern his or her everyday life, involving the participation in making and accepting certain authority decisions and control over their fulfilling.

Thus, completing the missions of sustainable development, which are posed from the standpoints of both economic and environmental pillars, occurs through the complete implementation of all the aspects of realized social pillar of socio-economic and socio-political life. Due to this, the enhancement of human factor takes place. Everything mentioned above is the main point in implementing the processes of sustainable development. That is why there are strong arguments for finding the integrated role of social pillar of sustainable development regarding economic and environmental pillars. The social pillar

supports the interaction of economic and ecological aspects in appropriate processes.

Implementing the social pillar of sustainable development while completing the missions of combining economic and ecological aspects takes place under the condition of increasing the role of every citizen and the society in general as a subject of this process. These conditions support the developed civil society whose main sign is a high level of citizens' self-organization based on the mutual trust and tolerance. The self-organization causes the broad involvement in social and political activities, aimed at influencing the authorities and the content of the decisions.

The economic interpretation of civil society should be regarded as a category of social capital that is thought to exist in the society potential of mutual trust and assistance which is rationally developed in interpersonal area whose amount could be measured with the index of public trust and citizens' participation in public associations. Existed at present time in Ukraine, the public situation is characterized by the citizens' weak voluntary activities, low levels of the trust between them and tolerance in interpersonal relations. The above shows that there isn't strong social capital in the country, so the developed public society is lacking.

All above doesn't allow to support the solution of urgent problems to the fullest extent that should take place in the context of social pillar of sustainable development and doesn't contribute to achieving the appropriate realization of its missions. Encouraging these processes, which contribute to improving other components that integrate the

role of social pillar of sustainable development and serve for their optimum implementation, is prospective.

So the necessity of implementation of Sustainable Development Strategy in Ukraine is caused by factors of both internal and external nature:

- in Ukraine as a result of the long-term domination of resource- and energy-intensive areas and technologies, raw export orientation and excessive concentration of production in industrial regions, such a structure of managing development was built that is inefficient and ecologically dangerous;

- the level of economic development and population well-being doesn't meet the natural, scientific and technical, agricultural and industrial potential of Ukraine, qualification-educational level of population, socio-historic and cultural tradition of Ukrainian population;

- Ukraine has the sustainable development obligations that are defined by strategic documents of UN;

- the basis for implementing the innovative changes in Ukraine to promote sustainable development is EU-Ukraine Association Agreement;

- the goals and targets of sustainable development are not fully described in developed and adopted strategic nation-wide, sectoral, and regional documents;

- Ukrainian scientists have prepared the scientific justification of transition of Ukraine to sustainable development, as well as the appropriate public support for this process has been developed.

The transition to sustainable development is a process of changing the value priorities of many people. Fundamental values of development,

which are accepted internationally, are freedom, equality, solidarity, tolerance, respect for nature, and joint responsibility. The national goals of sustainable development are based on the political, economic, social, environmental, moral and cultural values, which are characteristic for Ukrainian society. They define the orientation of the strategy to the joint well-being and protection of national interest of Ukraine.

The vectors that are defined in Sustainable Development Strategy “Ukraine – 2020” are the following:

- the vector of development – providing the sustainable development of the country, implementing the structural reforms, enhancing the economic growth in environmentally sustainable way, and building the favorable conditions for conducting economic activity;
- the vector of safety – providing the safety of state, business and citizens, the investment securities and private property; providing peace and border protection, fair and impartial justice, urgent purges of authorities at all levels and ensuring the implementation of effective anti-corruption mechanisms. The priority is to support life safety and health of a person, which are impossible without effective system of public health protection, providing proper medical services, protecting socially vulnerable groups of the population, the safe environment, and ensuring an access to clean drinking water, sanitation, safe and qualitative foodstuff, and industrial goods;
- the vector of responsibility – providing the guarantees for every citizen, regardless of the race, skin colour, political, religious and other beliefs, sex, ethnic and social origin, wealth, resi-

dence, language and other characteristics, having access to the quality education, health care system and other services in the state and private sector;

- the vector of pride – providing mutual respect and tolerance in the society, pride for one’s own state, its history, culture, science, and sport.

The strategic view of sustainable development of Ukraine is based on supporting the national interests and fulfilling the obligations of Ukraine that assume the transitions to sustainable development. This development implies:

- dealing with imbalance with economic, social and ecological spheres;
- transforming the economic activities and transitions based on “green economics”;
- building peaceful, safe, and socially cohesive society with appropriate governing and inclusive institutions;
- supporting the partner interaction of government authorities, local self-government bodies, business, science, and civil society organizations;
- full employment of population;
- high level of science, education (modernization and development of education which should gain continuing character, flexibly react to all the processes which take place both in Ukraine and in the world) and health care;
- keeping the environment in an appropriate state which provides qualitative life and well-being for present and future generations;
- decentralizing and implementing regional policy which include harmonious combination of national and regional interests;
- preserving national culture values and traditions.

Innovative direction of development is determined in Strategy as it is based on an active use of knowledge and scientific achievements, stimulating the innovative activities, creating the favourable investment climate, upgrading the production funds, developing high-tech activities and branches of economics, increasing energy efficiency in production processes, based on attracting investment for using renewable energy sources and for providing environmentally safe production and “green” technologies.

The economic growth is connected not to exploiting the natural resources, but to the wide use of models of “green” economics. The waste accumulated in the past are gradually recycled and utilized. This results in reduction and elimination of a significant amount of landfills. The export causes the transition from raw materials and products of primary processing to the predominance of the products with the high level of added value.

Due to the actions for energy saving and implementing energy efficient practices, the energy intensity of the gross domestic product decreases. The part of producing environmentally clean energy grows steadily, displacing primarily the traditional carbon technology. This gives an opportunity to reduce the emission of greenhouse gas and other pollutants into the atmosphere to the certain extend, as well as this contributes to counteracting the climate change. These things also contribute to improving the environmental quality and population health.

The strategic direction of the sustainable development of Ukraine is upgrading the education. The develop-

ment of thinking, which is aimed at the sustainable future and appropriate life values and priorities, is the key task of the education in the 21st century. The education for the sustainable development is based on the concept of the sustainable development which meets the present time needs and doesn't jeopardize the future generations' opportunities to meet their own needs. The development is necessary for meeting the people's needs and improving the quality of their life [6].

The education for the sustainable development lasts throughout life and includes all the levels and categories of the education and learning: pre-school education, secondary education, pre-university education, higher education, retraining, requalification and internship.

The main directions of the education development for the sustainable development are the reorientation of the present education at all the levels of solving problems of the sustainable development and training specialists. The main component of the education is future career choosing – pre-university training of the youth. In particular, the pre-university training is an important level for choosing the career by the youth as it is one of the most important choice in life [6].

What exactly does pre-university training imply? The grounded coverage of the category of pre-university education is presented in the scientific works of E. Fatieieva. The scientist thinks “pre-university education is both the process and the result of mastering the system of scientific knowledge and cognitive skills by trainees. Based on these things, the pre-university educa-

tion implies developing the outlook, moral and other individual and psychic qualities of a person, developing his or her creative abilities and skills in educational and information environment of pre-university training center” [9, p. 17]. The scientist N. Fedorova claims that “pre-university training is not only the step to gaining the higher education, but also the important stage in a young person’s life on the way to gaining the profession and further development of a personality” [8, p. 73].

The components of the education content for the sustainable development, as K. Nikolaiev asserts, are: life standard, social justice and equality; preserving diversity – cultural, social, and biological; development in the networks of reproducing ecosystems; interconnection: in society, economics, and environment; awareness of the responsibility for future generations; civil position; citizens’ rights and obligations; future generations’ needs and rights for the environment [6].

Thus, improving the education quality should be focused on supporting the economic growth of the state and solving the social problems of the society, further learning and a personality’s development. The education for the sustainable development is becoming the process of learning how to make decisions that are necessary for supporting long-term future of economics, environment, and social justice.

Conclusions and prospects of further research. Thus, the sustainable development is aimed at a person and improving the quality of his or her life in favourable social and economic environment and ecologically clear, healthy, and various environment. The continu-

ing education supports the creative attitude of a person to his or her work. The high level of human potential should support the country’s competitiveness in the future.

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EVOLUTION OF THE DOCTRINAL AND NORMATIVE APPROACHES OF THE EUROPEAN UNION TO THE PHENOMENON OF TRANSPARENCY IN PUBLIC ADMINISTRATION

Abstract. The article is devoted to the study of the provisions on transparency in the works of scientists of the European Union. Highlights the main mechanisms for ensuring transparency in the European Union. The concept of transparency is considered as an integral element of the European “acquis communautaire” system. The legal grounds for introducing the concept of transparency into the system of government of European states are investigated. The consequences of the conclusion of the Association Agreement with the EU by Ukraine as a prerequisite for ensuring the transparency of the functioning of public authorities are studied. The first system analysis of the Agreement was made from the point of view of its initiatives in the field of transparency. The legal assessment of the con-

cept of transparency is given in terms of its practical implementation in Ukrainian society. Opened their own recommendations on possible mechanisms to ensure the transparency of public institutions based on international experience. It has been determined that openness and transparency of government bodies are integral characteristics of the exercise of state power based on real democracy. It has been established that transparency in the activities of government bodies can not only level out the tension in society associated with illegal actions of public authorities, more fully and efficiently take into account the needs of various social groups, but also significantly improve the efficiency of public institutions. The development of the European administrative space is revealed through the prism of introducing the concept of good governance and good administration as the basic manifestations of the “people-centeredness” ideology as a European tradition of administrative law understanding.

Keywords: transparency, European Union, European Union law, *acquis communautaire*, European administrative space, Association Agreement with the EU, good governance, good administration, human centricity, legal thinking, European doctrine.

ЕВОЛЮЦІЯ ДОКТРИНАЛЬНИХ ТА НОРМАТИВНИХ ПІДХОДІВ ЄВРОПЕЙСЬКОГО СОЮЗУ ДО ФЕНОМЕНУ ПРОЗОРОСТІ В ДЕРЖАВНОМУ УПРАВЛІННІ

Анотація. Досліджено положення про прозорість у працях науковців країн Європейського Союзу. Висвітлено основні механізми забезпечення прозорості в країнах Європейського Союзу. Розглянуто концепцію прозорості як складову європейської системи “*acquis communautaire*”. Досліджено правові підстави запровадження концепції прозорості у систему державного управління європейських держав. Окреслено наслідки укладення Україною Угоди про асоціацію з ЄС як передумови для забезпечення прозорості функціонування інститутів публічної влади. Зроблено перший системний аналіз Угоди з точки зору наявних в ній ініціатив у сфері прозорості. Надано правову оцінку концепції прозорості з точки зору її практичної реалізації в українському суспільстві. Розкрито власні рекомендації щодо можливих механізмів забезпечення прозорості діяльності публічних інституцій на основі зарубіжного досвіду. Визначено, що відкритість і прозорість органів державного управління є невід’ємними характеристиками здійснення державної влади на засадах реальної демократії. Встановлено, що прозорість у діяльності органів державного управління здатна не тільки нівелювати напруження в суспільстві, пов’язане з неправомірними діями органів публічної влади, найповніше та якісніше враховувати потреби різних соціальних груп, а й суттєво підвищити ефективність діяльності публічних інституцій. Розкрито розвиток Європейського адміністративного простору через призму впровадження концепції належного врядування (*good governance*) та належного управління (*good administration*) як базових виявів ідеології “людиноцентричності” як європейської традиції адміністративного праворозуміння.

Ключові слова: прозорість, Євросоюз, право Європейського Союзу, *acquis communautaire*, Європейський адміністративний простір, Угода про асоціацію з ЄС, *good governance*, *good administration*, людиноцентричність, праворозуміння, європейська доктрина.

ЭВОЛЮЦИЯ ДОКТРИНАЛЬНЫХ И НОРМАТИВНЫХ ПОДХОДОВ ЕВРОПЕЙСКОГО СОЮЗА К ФЕНОМЕНУ ПРОЗРАЧНОСТИ В ГОСУДАРСТВЕННОМ УПРАВЛЕНИИ

Аннотация. Исследованы положения о прозрачности в трудах ученых стран Европейского Союза. Освещены основные механизмы обеспечения прозрачности в странах Европейского Союза. Рассмотрена концепция прозрачности как составной элемент европейской системы “*acquis communautaire*”. Очерчены правовые основания введения концепции прозрачности в систему государственного правления европейских государств. Исследованы последствия заключения Украиной Соглашения об ассоциации с ЕС как предпосылки для обеспечения прозрачности функционирования институтов публичной власти. Сделан первый системный анализ Соглашения с точки зрения имеющихся в ней инициатив в сфере прозрачности. Дана правовая оценка концепции прозрачности с точки зрения ее практической реализации в украинском обществе. Раскрыты собственные рекомендации относительно возможных механизмов обеспечения прозрачности деятельности публичных институтов на основе зарубежного опыта. Определено, что открытость и прозрачность органов государственного управления являются неотъемлемыми характеристиками осуществления государственной власти на основе реальной демократии. Установлено, что прозрачность в деятельности органов государственного управления способна не только нивелировать напряжение в обществе, связанное с неправомерными действиями органов публичной власти, наиболее полно и качественно учитывать потребности различных социальных групп, но и существенно повысить эффективность деятельности публичных институтов. Раскрыто развитие Европейского административного пространства через призму внедрения концепции надлежащего управления (*good governance*) и (*good administration*) как базовых проявлений идеологии “человекоцентричности” как европейской традиции административного правопонимания.

Ключевые слова: прозрачность, Евросоюз, право Европейского Союза, *acquis communautaire*, Европейский административное пространство, Соглашение об ассоциации с ЕС, *good governance*, *good administration*, человекоцентричность, правопонимания, европейская доктрина.

Problem statement. The basic principles and values of public administration and local self – government began to be formed in the democratic countries of Europe long before the emergence of the European Union, but

they were defined as the General European principles of public administration, when the process of unification of States into the European Union (hereinafter-the EU) started in Europe.

The idea of Europe as a single legal space is designed for a long historical perspective. In this regard, the further development of the integration movement provides for the development and codification of European legal norms and principles as outstanding beginnings of the integration process.

Degree of scientific development.

It should be noted that the growing popularity of the term “transparency” in national and international instruments has generated considerable interest in Western legal doctrine prior to the formulation of the definition, legal nature and content of the concept of transparency. This issue was covered in special studies of such scientists as S. Bijsterveld, V. Deckmyn, G. Hernández, V. Karageorgou, C. Monda, A. Peters, J. Rideau, C.-S. Zoellner's. Special attention should be paid to a comprehensive study of A. Bianchi and A. Peters “Transparency in international law”. The problem of transparency of public institutions was investigated by such foreign scientists as A. Asaul, Yu. Vinislav, A. Berkuta, I. Mazur, G. Archibald, F. Behluli, K. Grei, E. Larson, M. Fujita, N. Temple, F. Fabozzi etc.

At the same time, as of now, domestic scientists have not evaluated the views of the above foreign scientists and have not outlined the epistemological significance of the concept of transparency in their doctrinal developments.

The purpose of this article is to study the evolution of regulatory ap-

proaches to the definition and consolidation of the concept of transparency at the level of European Union law and to determine the institutional framework for the implementation of the principle of transparency in the activities of public institutions of the European Union.

Presentation of the main material. Central and Eastern European countries wishing to join the European Union should undertake public administration reforms to meet the Copenhagen and Madrid criteria for membership in the European Union [1].

The SIGMA programme of support for the development of public administration and management (1992) establishes that most areas of the state are covered or affected by the so-called “*acquis communautaire*” (i.e. the totality of all European Union regulations).

In the European system of “*acquis communautaire*” there are no uniform requirements for public administration systems, but the countries of Europe have reached a common opinion on the common principles of public administration for all the states. This was done by combining the administrative law of the EU member States with the management practices of these States within the EU.

The *Acquis communautaire* does not have standards for horizontal systems of governance or national public administration, but rather for the principles of the rule of law, such as reliability, predictability, accountability and transparency, as well as technical and managerial competence, organizational capacity and citizen participation.

With this consensus, the principles of public administration adopted by the EU member States with different

legal traditions and different systems of governance were created. Over time, these principles have been defined and updated through the jurisprudence of national courts and subsequently through the jurisprudence of the European Court of justice.

The General principles of public administration of the EU member States make up the “European administrative area” (EAP), which includes a set of common standards for action within the public administration.

The principles of public administration “in the narrow sense” refer to a set of principles of European administrative law and the European administrative space, which arose in the process of convergence of regulation of public relations in the European Community with a single position. In a broad sense, the principles of public administration may include the above principles and principles of the law of the European Union, certain statutory principles of European organizations (Council of Europe (hereinafter – CE), EU, etc.), principles of international law, as well as the principles of the activities of the bodies, institutions and organizations of the EU with administrative directions [2, p. 18].

The basic principles of public administration include, as a rule, the rule of law, reliability, legal certainty, accountability and transparency, as well as sufficient organizational capacity and involvement of citizens in governance. Other important principles follow from these basic principles: decentralization, deconcentration, subsidiarity.

On the basis of democratic values and the rule of law at the end of XX – beginning XXI century as the develop-

ment of the European administrative space the concepts of good governance and good administration began to develop. It should be noted that the term “good administration”, depending on the context, can mean both “good governance” and “good administration”.

The concept of “good administration” is the ideology of “latinoamericanos” as opposed to “derivations” based on the European traditions of administrative law. That is why one of the basic standards of good governance is respect for the rights of individuals in the provision of administrative services.

In addition to the legal acts of the EU, “*aquis communautaire*” also includes acts that have no binding force, such as “white papers”, “green papers”, “guidelines”. The White paper of the European governance sets out the principles of European governance and laid the Foundation for building the EAP. The ideas of the first White paper were later developed and supplemented by a number of White papers of the European Commission under the title “European governance”, in particular the White paper from the European governance: assessment and transparency; the Author notes that together these documents set out the concept of European governance, formulated by the European Commission at the beginning of the XXI century, reveal its essence and components; explain how to increase citizens’ commitment to the European Union for greater openness, transparency, public involvement in decision-making [4].

The 2006 Green paper (3 May 2006) is equally important for the formal definition of the principle of transparency is which refers to public consultations

on three topics aimed at improving the transparency of decision-making procedures: the need for a more transparent framework governing the activities of state representatives, the need for feedback and mandatory disclosure of information about the beneficiaries of EU funds [5].

According to the Public Affairs Commission, there are currently about 15,000 lobbyists in the EU (consultants, lawyers, trade associations, corporations) who seek to influence EU officials and members of the European Parliament in Brussels. In the speech at the University of Nottingham on 3 March 2005, the Commissioner for administration and anti-fraud, Siim Calas, put forward the idea of the transparency initiative in three key areas:

- improving the financial reporting of EU funds;
- strengthening the personal integrity and independence of EU institutions;
- introduction of stricter control over lobbying.

In addition, the European Commission has created a web portal “Transparency”, which consolidated the following essential provision: “The activities of the European Union today affect the lives of millions of European citizens. Decisions affecting them should be made as openly as possible. As a European citizen, you have the right to know how European institutions prepare these decisions, who takes part in their preparation, who receives funding from the EU budget, and what documents are prepared for the adoption of legal acts”.

The term “Good Governance” is also widely used in international sci-

entific literature to refer to” management processes carried out by public institutions for the management of public affairs and public resources in the context of the realization of human rights”. In the modern Western sense, this term appeared not so long ago, after the Cold war era. The idea of building a fundamentally new management model under the term “Governance” appeared in Western science in the 90-ies. In this initial phase it was about a specific methodology regarding the basis of transition of the former colonies or countries with totalitarian regimes to democracy [7, p. 12].

The consolidation of the formation of “Governance” as a separate management model occurred after the publication in 1997 of the UN development Program “Governance” for the sustainable development of human resources.

As a dynamic concept, it has recently become widespread. Good governance means caring for the well-being of society and includes accountability, transparency, participation, openness and the power of law. Based on the study of the UN development Program “Governance” we can conclude that good governance means management of sustainable development, which is associated with such fundamental indicators of development:

1. Public participation in political life.
2. Transparency. This principle means that decisions are made and implemented in a manner consistent with established rules and regulations, and information is freely available to those who may be affected by decisions and their implementation.

3. Sensitivity. Good governance requires that institutions and processes try to serve all stakeholders within a reasonable time frame and refers to the concept of a combination of response and ability.

4. Consensus orientation. Good governance requires consideration of different interests in order to achieve a broad consensus in a society that is of the greatest interest.

5. Equality and inclusion. The well-being of society depends on the assertion that all its members feel part of the whole and do not feel excluded from the path of its development.

6. Efficiency and effectiveness. Good governance means that all processes and institutions produce results that are relevant to the needs of society for the best use of resources.

7. Accountability. This is a key requirement for good governance. Not only state institutions, but also the private sector and public organizations should be accountable to society.

The latest report “on the development of mankind” in 2012, prepared by the UN Development Program [8], identified several reasons for the establishment of good governance. From the point of view of human development, good governance is identical to democratic governance, which means: respect for human rights and fundamental freedoms, giving citizens the right to live in dignity; recognition that people can make decisions that must be taken into account; recognition of the existence of private and public spheres of life and decision-making.

The above-mentioned provisions are examples of the significant attention, which is paid to the level of the

European Union to the principle of transparency of different public institutions.

As to the European principles of administrative law, they were defined in 1988 in the work of Yurgen Schwarz, “European administrative law” (“Europaisches Verwaltungsrecht”). The list includes: the principle of legality, the principle of non-discrimination, the principle of abolishment of the illegal administrative act, the principle of legal certainty, the right to protection, the principle of proportionality, the principle of respect for the fundamental rights of man and citizen, the principle of subsidiarity, the principle of good governance, the principle of transparency, the principle of application. It is on their basis formed the modern principles of the European Administrative space.

Based on the above, we can summarize the following. The EAP principles include the following groups: 1) legal certainty (reliability and predictability); 2) openness and transparency; 3) responsibility; 4) efficiency and effectiveness [9].

The group of principles “Openness and transparency” should include: the principle of openness as opposed to secrecy; the principle of transparency as opposed to discreteness; the principle of exclusivity of the confidential and secret nature of the activities of public authorities; the principle of entry into force only after official publication; the principle of subordination of public administrations to external control; the principle of mandatory justification and bringing the grounds for the decision to a person whose rights or legitimate interests are affected in

connection with its adoption, and the like.

The principle of transparency as one of the modern principles of the EAP and European administrative law developed under the influence of Scandinavian principles of Good Governance. It was borrowed in the mid-90s of the twentieth century with the accession of Sweden and Finland to the EU. In European law, it is primarily concerned with access to official documents.

What should we understand under the “principle” of transparency? Where did it come from? And what is the function? What does the principle of transparency and the state of European law on access to public information mean? These are the questions that we will discuss next.

Article 11 of the Maastricht Treaty provides for the following provision:

“the institutions maintain an open, transparent and regular dialogue with representative associations and civil society. In order to ensure consistency and transparency of actions in the EU, the European Commission conducts extensive consultations with stakeholders”. Despite the fact that this provision was purely declarative, but the fact of its consolidation at the level of the fundamental normative act of the EU was a decisive moment, which made it clear that the EU support from citizens is really relevant at any stage of the EU development.

The Treaty of Amsterdam was signed on 2 October 1997 (it entered into force on 1 May 1999). The Treaty of Amsterdam amended and supplemented the Maastricht Treaty on European Union, the Treaty of Rome establishing the European (Economic)

Community and European Atomic Energy Council, and the Treaty establishing the ECSC. The aim of the Amsterdam Treaty was to prepare the EU for expansion to the East and other global processes. The Amsterdam Treaty establishes the principles of EU “transparency” and “openness”, according to which decisions within the EU should be made as openly as possible and be close to EU citizens. The principles of respect for human rights, democracy and the rule of law (the content of which includes the principle of transparency), on which the EU is based, and compliance with which is a condition for entry into it, are proclaimed.

The Treaty of Nice on amendments and additions to the Treaty on the European Union in 2001 set out certain recommendations to improve public access to public information, which are consolidated in the separate section “Transparency of the decision-making process”. At that time, transparency in management is seen as one of the means to strengthen the “democratic nature of EU institutions and public confidence in management”.

The concept of transparency has also become a key concept at the crisis stage of the EU development. Lakeny Declaration signed by the heads of the 15 member States of the EU showed that the EU is at “a crossroads”, which at the same time is “a decisive step” of his existence, the principle of transparency has gained an important place in Lakeny Declaration [10] and is one of its most important issues. It is obvious that transparency is seen as a Central requirement of legitimate governance in the EU, in particular, “openness” and “transparency” are the key provi-

sions of the report to the EU citizens by public institutions.

In this context, the definition provided by Attorney General R. J. Kollmer – in the case C-110/03 (*Belgium v. Commission*) can be considered as a source for the formulation of the characteristic features of this concept. According to transparency reflects the clarity, obvious and understandable without doubt or ambiguity.

However, the exact meaning of transparency depends on the context in which it is used and the function it performs. For example, in the GATT/WTO, transparency is used as a measure of the openness and predictability of trade policies and the practices and processes that define them.

The EU's desire for openness and access to information by its citizens is also reflected in the 2004 EU Constitution Agreement. In this act, the concept of transparency is revealed through the prism of one of the fundamental rights of EU citizens to “good governance” (which we mentioned above) and access to public information. In this regard, we would like to note the rather rapid Constitution of the principles of “openness” and “public access to information” as prerequisites for the further development of the concept of transparency in the EU.

The analysis of the above-mentioned provisions of regulatory acts shows that transparency acts as a standard that acts as a measure of the legitimacy of the implementation of management measures, policies and law. Transparency contributes to the realization of the same values as the principle of legality, as a fundamental requirement of the legal basis of the government's

actions. That is why the principle of transparency plays an important role in the field of law and policy-making in the EU.

In European Union law (hereinafter – EU), the concept of transparency is applied in a wide range of sectors, ranging from the basic principles of EU institutional law with the right of access to information and openness in the activities of EU institutions and bodies to a wide range of economic and financial legislation.

Thus, a number of specialized international legal instruments of a universal and regional character are also devoted to the concept of transparency. Among them: the Aarhus Convention of the United Nations Economic Commission for Europe on access to information, public participation in decision-making and access to justice in environmental matters, signed on 25 June 1998; Council of Europe Convention on access to official documents of 18 June 2009 p.; Code of good practice on public finance transparency developed by the International Monetary Fund; Good practices of budget transparency, the Organization for economic cooperation and development, UNCITRAL Rules on transparency in the context of arbitrations between investors and States on the basis of international treaties 2014

Despite the specialized international legal agreements, still characterizing the formation of the concept of transparency in EU law, it should be emphasized that initially this concept arose in the areas related to the classical decision – making, which was manifested, in particular, in the introduction of the principle of openness of the decision-

making process by the EU institutions and especially-citizens' access to information.

According to D. Dontsov, due to its history, mentality, tradition, ideology, Ukraine belongs to Europe and therefore in the conflict between Europe and Russia it is on the side of Europe. The reason for this conflict is Russia's rejection of the fundamental principles of the functioning of European society in the political, cultural, social, religious and economic spheres. These principles in politics include "logic and a precisely defined procedure, the institution of parliamentarism, the principle of the majority and mutual assurance in politics" [11].

In the early 20-ies of XX century, D. Dontsov, put forward the slogan of "Westernization", which he understood as "nurturing all living in the people's psyche traditions and institutions of the West". He underlined the importance of democratic institutions of Western society for the formation of the internal policy of the state: local self-government, not state intervention in the economy, ensuring the rights and freedoms of citizens.

Summary. Thus, reflecting the latest achievements of international legal regulation and including a number of innovative aspects, transparency provisions occupy a special place in the legal system of the European Union. At the level of international legal agreements, special mechanisms are created to ensure the predictability of changes in the political regimes of the EU member States.

Ukraine's conclusion of the Association Agreement with the EU makes it possible to predict that the imple-

mentation of its transparency concept will have an extraordinary impact on the legal system of Ukraine. Of course, Ukraine's implementation of these obligations will allow citizens to benefit from a transparent and prospective legislative field. On the other hand, it will require a substantial reform of regulatory policy, improving the institutional and organizational capacity of public authorities involved in the preparation and adoption of the activities covered by the Agreement.

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THE STATE OF TERRITORIAL COMMUNITIES AND ANALYSIS OF THEIR INVESTMENT ATTRACTIVENESS

Abstract. Today, the acute problem is the state of local budgets, indicating the limited financial resources. As a result, local authorities cannot perform properly the functions and tasks assigned to them. Now Ukraine is in need of effective, dynamic and highly professional institutions of state power.

Quantitative indicators are important in assessing the effectiveness of local communities, but they must be taken into account in a strong correlation. It is extremely important to measure the population of the community, which depends on how much money from the budget the local community for their needs will receive.

As a matter of fact, the use of the statistical indicator of the population in the territorial context indicates that it is taken into account during the formation

of many important budget-forming indicators. This indicator is used both in the calculation of indicators of provision of the population of the territorial community with social infrastructure, and in the calculation of other expenses in the system of inter-budgetary relations. The number of permanent residents of the territorial community is used for the calculation.

The main elements of ability territory communities is their size and population. The larger the area is, the more it allows to implement infrastructure, investment and innovation projects. This indicator affects the prospects of the territorial community of Ukrainian and foreign investment and innovation resources, as well as increases the competitiveness of the region.

Key indicators of territorial communities allow to distribute local communities according to their level of ability and investment attractiveness.

Of course, to create an effective policy for the development of territorial communities, it is not enough to use only quantitative indicators of the population. It is important to rely on qualitative indicators, such as the satisfaction of the local population, the level of communication of public authorities with the public and the like.

Keywords: financial solvency, investment attractiveness, territorial community, economic development of regions, local governments.

СТАН ТЕРИТОРІАЛЬНИХ ГРОМАД ТА АНАЛІЗ ЇХНЬОЇ ІНВЕСТИЦІЙНОЇ ПРИВАБЛИВОСТІ

Анотація. На сьогодні гострою проблемою є стан місцевих бюджетів, котрий вказує на обмеженість фінансових ресурсів. Як наслідок, місцеві органи влади не можуть виконувати належним чином покладені на них функції та завдання. Наразі Україна відчуває потребу в ефективних, динамічних і високопрофесійних інститутах державної влади.

Кількісні показники є важливими під час оцінювання ефективності місцевих громад, однак вони мають враховуватися в жорсткій кореляції. Вкрай важливим є показник чисельності населення громади, від якого залежить скільки грошей з державного бюджету отримає місцева громада на власні потреби.

На практиці використання статистичного показника чисельності населення в територіальному розрізі вказує на те, що він враховується під час формування багатьох важливих бюджетоутворюючих показників. Даний показник застосовується як під час розрахунку показників забезпеченості населення територіальної громади об'єктами соціальної інфраструктури, так і під час розрахунку інших витрат в системі міжбюджетних відносин. Для розрахунку використовується чисельність постійного проживаючого населення територіальної громади.

Основними елементами спроможності територіальних громад є їхня площа та кількість населення, що проживає на ній. Чим більша територія, тим більше вона дозволяє реалізувати інфраструктурні, інвестиційні та інноваційні проекти. Даний показник впливає на перспективу місцевої територі-

альної громади щодо залучення українських і закордонних інвестиційних та інноваційних ресурсів, а також збільшує конкурентоспроможність регіону.

Основні показники територіальної громади дають змогу розподілити місцеві громади за рівнем їхньої спроможності та інвестиційної привабливості.

Звичайно, для створення ефективної політики розвитку територіальних громад недостатньо використання тільки кількісних показників населення. Важливо опиратися й на якісні показники, такі як задоволеність місцевого населення, рівень комунікації державних органів влади із громадськістю тощо.

Ключові слова: фінансова спроможність, інвестиційна привабливість, територіальна громада, економічний розвиток регіонів, органи місцевого самоврядування.

СОСТОЯНИЕ ТЕРРИТОРИАЛЬНЫХ ОБЩИН И АНАЛИЗ ИХ ИНВЕСТИЦИОННОЙ ПРИВЛЕКАТЕЛЬНОСТИ

Аннотация. На сегодня острой проблемой является состояние местных бюджетов, которое указывает на ограниченность финансовых ресурсов. Как следствие, местные органы власти не могут выполнять надлежащим образом возложенные на них функции и задачи. Сейчас Украина испытывает потребность в эффективных, динамических и высокопрофессиональных институтах государственной власти.

Количественные показатели важны при оценке эффективности местных общин, однако они должны учитываться в жесткой корреляции. Крайне важным является показатель численности населения общины, от которого зависит сколько денег из государственного бюджета получит местная община на собственные нужды.

На практике использование статистического показателя численности населения в территориальном разрезе указывает на то, что он учитывается при формировании многих важных бюджетообразующих показателей. Данный показатель применяется, как при расчете показателей обеспеченности населения территориальной общины объектами социальной инфраструктуры, так и при расчете других расходов в системе межбюджетных отношений. Для расчета используется численность постоянного проживающего населения территориальной общины.

Основными элементами способности территориальных общин является их площадь и количество проживающего населения. Чем больше территория, тем больше она позволяет реализовать инфраструктурные, инвестиционные и инновационные проекты. Данный показатель влияет на перспективу местной территориальной общины по привлечению украинских и зарубежных инвестиционных и инновационных ресурсов, а также увеличивает конкурентоспособность региона.

Основные показатели территориальной общины позволяют распределить местные общины по степени их способности и инвестиционной привлекательности.

Конечно, для создания эффективной политики развития территориальных общин недостаточно использования только количественных показателей населения. Важно опираться и на качественные показатели, такие как удовлетворенность местного населения, уровень коммуникации государственных органов власти с общественностью и т. д.

Ключевые слова: финансовая независимость, инвестиционная привлекательность, территориальная община, экономическое развитие регионов, органы местного самоуправления.

Problem statement. The territory of the community, the number of residents and the level of investment attractiveness are important elements of the socio-economic system, which is aimed at achieving the main goal – improving the quality of life of the local population and the economic development of the country as a whole. Therefore, it is necessary to analyze the main indicators of territorial communities and determine the economic potential of the regions for their further development.

Analysis of recent research and publications. The study of problems of socio-economic development of regions was performed in the works of well-known scientists such as O. Vasylyk, I. Vahovych, V. Pylypiv, S. Popov, G. Kozoriz, O. Kyrylenko, V. Kravchenko, I. Lunina, V. Oparin, L. Tychkovska, I. Radionova, S. Yuriy, etc. Given the analysis of the works, both local and foreign scientists considering contemporary challenges for socio-economic development there is a need for in-depth study of economic potential of the regions of Ukraine in the conditions of decentralization of power.

Formulation of the objectives of the article. The purpose of the article is to analyze the main indicators of terri-

torial communities, to determine their economic potential and investment attractiveness.

Presentation of the main material of the study. The analysis was carried out at the end of 2018, the indicators of which characterize the population and the area of the united territorial communities (UTC), namely: the number of UTC in Ukraine, the total population in these UTC, the total area of which is occupied by UTC from the area of the region, the average population and the average area of one UTC by regions.

As it can be seen from table, the population in Ukraine, which lives in all UTC as of 1.01.2018 amounts to 5,581 mln people, or 13,2 % of the total population. The area occupied by UTC is 164 thousand km², or 28,5 % of the total area of Ukraine. On average in Ukraine 8,4 thousand people live in one UTC, and the area of one UTC on average is 247 km².

Vinnytsia region contains 34 UTC. The population that lives in these UTC amounts to 241,8 thousand people, or 15,4 % of the population of the entire region. This is 2,2 % more than the average in Ukraine. The average number of people in one UTC is less than the national average by more than 1000 people and is 7112 people per UTC.

Region	Number of UTC	Population as of 01.01.2018	The UTC area, (km ²)	The population, the average number as of 01.01.2018	Area (km ²)	UTC population in % of the total population of the region	The UTC area in % of area of the region	The average number of the population of one UTC	Area (km ²) under one UTC on average
Vynnytsia	34	241 800	3 894	1 568 723	26 513	15,4	14,7	7 112	115
Volyn	40	271 900	8 993	1 035 729	20 144	26,3	44,6	6 798	225
Dnipropetrovsk	56	417 800	15 617	3 227 831	31 974	12,9	48,8	7 461	279
Donetsk	9	121 600	3 460	4 187 576	26 517	2,9	13,0	13 511	384
Zhytomyr	45	434 000	15 976	1 232 008	29 832	35,2	53,6	9 644	355
Zakarpattia	6	71 400	616	1 255 322	12 777	5,7	4,8	11 900	103
Zaporizhzhia	36	282 200	12 872	1 722 382	27 180	16,4	47,4	7 839	358
Ivano-Frankivsk	23	212 900	2 370	1 374 770	13 928	15,5	17,0	9 257	103
Kyiv	9	96 700	2 044	1 748 505	28 131	5,5	7,3	10 744	227
Kirovohrad	13	95 800	2 400	949 835	24 588	10,1	9,8	7 369	185
Luhansk	8	81 100	4 462	2 163 205	26 684	3,7	16,7	10 138	558
Lviv	35	281 300	3 832	2 511 238	21 833	11,2	17,6	8 037	109
Mykolaiv	28	190 800	8 726	1 140 609	24 598	16,7	35,5	6 814	312
Odesa	24	246 900	7 963	2 372 015	33 310	10,4	23,9	10 288	332
Poltava	39	263 900	7 528	1 405 991	28 748	18,8	26,2	6 767	193
Rivne	25	171 400	4 697	1 159 587	20 047	14,8	23,4	6 856	188
Sumy	28	211 100	7 973	1 092 092	23 834	19,3	33,5	7 539	285
Ternopil	40	327 300	5 394	1 049 061	13 823	31,2	39,0	8 183	135
Kharkiv	12	151 700	3 753	2 678 371	31 415	5,7	11,9	12 642	313
Kherson	26	181 000	7 798	1 045 549	28 461	17,3	27,4	6 962	300
Khmelnyskyi	39	445 500	10 706	1 271 246	20 645	35,0	51,9	11 423	275
Cherkasy	26	160 000	3 478	1 216 734	20 900	13,1	16,6	6 154	134
Chernivtsi	26	268 300	3 206	903 636	8 097	29,7	39,6	10 319	123
Chernihiv	37	355 500	16 396	1 011 536	31 865	35,1	51,5	9 608	443
Ukraine	664	5 581 900	164 152	42 216 766	575 844	13,2	28,5	8 406	247

Developed by the author on the basis of open sources.

The area of UTC in Vynnytsia region amounts to 3,89 km². This is 14,7 % of the area of the region, which is almost half of the average in Ukraine. Also, the average area of one UTC is more than half that of the state and is 115 km².

Volyn region has 40 UTC, the total population of which is 271 thousand people, or 26,3 % of the population of the entire region. Despite the average population in UTC in Ukraine, this indicator of the Volyn region exceeds it

twice. The average population in one UTC is 6 798 people, which is 1 608 people less than the average number in Ukraine. The total area of all UTC in the Volyn region is 8,99 thousand km², or 44,6 % of the area of the region, which is 16% more than the average in the country. The average area of one UTC is 225 km², which is almost equal to the state average.

The largest number of UTC is contained in Dnipropetrovsk region – there are 56 of them with the number of inhabitants of 417 thousand people, or 12,9 % of the total area. This indicator is at the level of the average population in UTC in Ukraine. On average, in one UTC of Dnipropetrovsk region the number of residents equals to 7 461 people, which 1000 people less than the average in the country. The area of all UTC of the region is 15,61 thousand km², or 48,8 % of the total area of the region, which is 23 % more than the national average. The average area of one UTC is 279 km², which is slightly higher than the average in Ukraine.

In Donetsk region there are 9 UTC, the total population of which equals to 121 thousand people, or 2,9 % of the total area, this figure is less (by more than 10 %) than the average in Ukraine. The average number of people in one UTC is the highest in Ukraine and is 13 551 people, this figure exceeds the average by more than 5 000 people in the country. The total area of all UTC Donetsk region is 3,46 thousand km², or 13 % of the total area of the region, which is half the average in Ukraine. The average area of one UTC is 384 km² and exceeds the national average.

Zhytomyr region has 45 UTC, the number of inhabitants equals to 434

thousand people, or 35,2 % of the population of the entire region, which is three times more than the average in the country. The average population in one UTC is more than the average in Ukraine by more than 1000 people and equals to 9 644 people per UTC. In Zhytomyr region, the total area of all UTC is the highest in the state and equals to 15,97 thousand km², or 53,6 % of the area of the region, which exceeds the average for Ukraine by 25,1 %. The average area of one UTC is 355 km² and it is above the national average.

Zakarpattia region is the smallest region the country, the number of created UTC equals to 6. The total number of people residing in these UTC is also the smallest in Ukraine and equals to only 71 thousand people, or 5,7 % of the total population of the region. This figure is almost three times lower than the national average. The average population of one UTC in Zakarpattia region equals to 11 900 people, which is more than 3000 more than the average in Ukraine. The total area of all UTC equals to 616 km², or 4,8 % of the area of the region, this figure is six times less than the average for the state. Also, the average area of one UTC is the smallest in Ukraine – 103 km².

In Zaporizhzhia region there are 36 created united territorial communities, the total number of inhabitants of which equals to 282 thousand people, or 16,4 % of the population of the whole region. This figure is 3,2 % higher than the average for Ukraine. In one UTC the average number of population equals to 7 839 people, which is almost the same as the average for the country. The area occupied by UTC in Zaporizhzhia region equals to 12,87 thou-

sand km², or 47,4 % of the total area of the region, which exceeds by 18,9 % the average in Ukraine. The average area of one UTC is 358 km² and is well above the national average.

In total, 23 UTC operate in Ivano-Frankivsk region. The number of residents equals to 212 thousand people, or 15,5 % of the population of the entire region, this figure is 2,3 % higher than the average for the state. The average population in one UTC is higher than the national average by more than 1,000 people and equals to 9,257 people per UTC. The total area of all united territorial communities in Ivano-Frankivsk region equals to 2,37 thousand km², or 17 % of the area of the region, which is almost half the average for Ukraine. The area of one UTC averages 103 km² and, together with this figure in the Zakarpattia region, is the smallest in the country.

In the Kyiv region there are only 9 united territorial communities, like in the Donetsk region. The total number of residents in UTC of the region equals to 96 thousand people, or 5,5 % of the population of the region. This indicator of the population is half the average for the entire territory of Ukraine. In one UTC, the average population equals to 10 744 people, which is more than the average for the country by 2,338 people. The area occupied by UTC of Kyiv region equals to 2 thousand km², or 7,3 % of the total area of the region, which is almost four times less than the average for Ukraine. One UTC occupies an average area of 227 km², which is almost equal to the average of the state.

In the Kirovohrad region there are 13 UTC. The number of residents equals to 95 thousand people, or 10,1 %

of the total population of the region, and it almost corresponds to the national average. The average population of one UTC equals to 7,369, which is 1,000 less than the national average. The area of the Kirovohrad region which is occupied by UTC equals to 2,4 thousand km², or 9,8 % of the total area of the region, which is three times less than the average of the country. On average, the area of one UTC is significantly less than the average for Ukraine and equals to 185 km².

Luhansk region contains 8 UTC. The living population equals to 81 thousand people, or 3,7 % of the total population of the region, which is 10 % less than the average in Ukraine. In one UTC of Luhansk region the average number of residents equals to 10 138 people which is 1 732 persons more comparing with the average population in UTC in the state. The total area occupied by UTC equals to 4,4 thousand km², or 16,7 % of the area of the region, which is less by 11,8 % of the national average. The area of one UTC is the highest from the average in Ukraine and equals to 558 km².

In Lviv region there are 35 united territorial communities. The population that lives on their territory equals to 281 thousand people, or 11,2 % of the population of the region, and almost corresponds to the national average. The average number of people in one UTC equals to 8,037, which is also almost the same as the average for Ukraine. The total area occupied by UTC in Lviv region equals to 3,8 thousand km², or 17,6 % of the area of the region, which is 10 % less than the average for the state. Also, the average area of one UTC is half that of the country and equals to only 109 km².

There are 28 UTC in Mykolaiv, the total number of the population in them equals to 190 thousand people, or 16,7 % from the population of area that exceeds an average indicator of the state. In one UTC of the Mykolaiv region the average number of the population equals to 6 814 people that 1592 people less than an average on the country of an indicator. The total area of all UTC of the region equals to 8,7 thousand km², or 35,5 % of the area of the region, which is 7 % more than the average for Ukraine. On average, one UTC occupies an area that equals to 312 km², which is also higher than the national average.

There are 24 united territorial communities in Odesa region, with a total population of 246 thousand people, which equals to 10,4 % of the population of the region, which almost corresponds to the average population of the state. The average number of the population in one of UTC is 1 882 persons above the national average and equals to 10 228 people on one UTC. The area occupied by UTC Odessa region equals to 7,9 thousand km², or 23,9 % of the total area of the region, this figure is less by 4,6 % of the average in Ukraine. On average, one UTC occupies an area that equals to 332 km², this figure is higher than the national average.

In the Poltava region there are 39 UTC. The total number of people residing in these UTC equals to 263 thousand people, or 18,8 % of the population of the region, which is 5,6 % higher than the national average. In one UTC, the average population equals to 6,767 people, which is below the national average of 1,639 people. In Poltava region UTC occupy the territory that equals to

7,5 km², or 26,2 % of the total area of the region, which is approximately equal to the average for Ukraine. The average area of one UTC is 193 km², which is below the national average.

Rivne region has 25 UTC. The population living in them equals to 171 thousand people, or 14,8 % of the total population of the region. This indicator corresponds to the average population in the state. The average number of the population residing in one UTC equals to 6856 people, this figure is below the average for Ukraine. UTC of Rivne region cover an area that equals to 4,6 km², or 23,4 % of the area of the region, which is less than 5,1 % of the national average. One UTC occupies an average area of 188 km², and it is below the average for Ukraine.

In Sumy region 28 united territorial communities were created, the total population residing in these UTC equals to 211 thousand people, or 19,3 % of the population of the region, it is 6,1 % more than the average in Ukraine. In one UTC of Sumy region the average population equals to 7 539 people, which almost corresponds to the average population of the state. The area occupied by UTC equals to 7,9 km², or 33,5 % of the total area of the region, which is 5 % more than the average state. The average area of one UTC equals to 285 km², which is higher than the national average.

In Ternopil region there are 40 UTC, the number of inhabitants in which equals to 327 thousand people, or 31,2 % of the total population of the region, which is 18 % more than the national average. The average population in one UTC equals to 8 183 people and corresponds to the average population

in Ukraine. The total area of the united territorial communities of Ternopil region equals to 5,3 km², or 39 % of the area of the region, which is 10,5 % more than the national average. The average area of one UTC equals to 135 km² and it is below the national average.

Kharkiv region contains 12 UTC. The total population that resides in UTC region equals to 151 thousand people, or 5,7 % of the population of the region, this figure is 7,5 % less than the average for Ukraine. In one UTC, the average number of residents equals to 12,642 people, which is 4,236 more than the state average. The area of all UTC of Kharkiv region equals to 3,7 km², or 11,9 % of the total area of the region, which is less by 16,6 % of the average value in Ukraine. The average area of one UTC equals to 313 km², which is much higher than the national average.

26 United territorial communities were created in Kherson region. The number of inhabitants equals to 181 thousand people, or 17,3 % of the population of the region, which is higher by 4,1 % for the average in the state. The number of inhabitants in one UTC equals to 6,962 people, this figure is less by 1,444 people on the national average. The total area of all UTC in the Kherson region is equal to the national average and equals to 7,7 km², or 27,4 % of the area of the region. Also, the average area of one UTC equals to 300 km², which is higher than the average of the country.

In Khmelnytsky region there are 39 UTC, the total number of people living in these UTC is the largest in Ukraine and equals to 455 thousand people, or 35 % of the population, this figure is higher than the average for the state by

21,5 %. The average population in one UTC equals to 11,423, which is more than 3,000 more than the national average. In Kherson region, the area of all UTC equals to 10,7 km², or 51,9 % of the total area of the region, this figure is almost twice the average for Ukraine. The area of one UTC is above the national average and averages 275 km².

Cherkasy region has 26 UTC. The number of residents living in UTC data equals to 160 thousand people, or 13,1 % of the total population of the region. This indicator corresponds to the national average. In one UTC, the average population equals to 6 154 people, which is more than 2 000 people less than the average in Ukraine. Also, the total area of all UTC in Cherkasy region equals to 3,4 km², or 16,6 % of the area of the region, which is almost half the average of the country. On average, the area of one UTC equals to 134 km², which is much less than the average in the state.

In Chernivtsi region there are 26 united territorial communities. The total number of residents in them equals to 268 thousand people, or 29,7 % of the population of the region, exceeding 16 % of the average in the country. In Cherkasy region, the average population of one UTC equals to 10,319 people, this figure exceeds the average for the state by 1,913 people. The total area of all UTC equals to 3,2 km², or 39,6 % of the area of the region, which is almost twice the average in Ukraine. Also, the area of one UTC is almost half the national average and equals to 123 km².

There are 37 UTC in Chernihiv region. The population in them equals to 355 thousand people, or 35,1 % of the total population of the region, and

it is almost three times more than the average in Ukraine. On one UTC the average number of population equals to 9,608 people which is 1,000 people more than the average for the country. In Cherkasy region, all UTC occupy the largest area in the state which equals to 16,3 km², or 51,5 % of the total area of the region, which is 23 % higher than the national average. Also, the area of one UTC is almost twice the average area of one UTC in Ukraine equals to 447 km².

As it can be seen from the analysis, UTC occupy a significant area in all regions, which are home to more than 13 % of the population of Ukraine. In four regions, namely Zhytomyr, Ternopil, Khmelnytsky and Chernihiv, the population in UTC exceeds 30 % of the total population. Also in three regions (Zhytomyr, Khmelnytskyi, Chernihiv) UTC occupy more than 50 % of the region. In particular, it should be noted that in five regions the number of population in UTC does not exceed 10 % of the total population of the region (Donetsk, Zakarpattia, Kyiv, Luhansk and Kharkiv regions).

Conclusion. When determining the economic potential of communities and their level of investment attractiveness, the indicator of the area of the territorial community is decisive. It is worth noting that the actual population of the community is an important element for obtaining financial assistance from the state budget.

Analyzing the efficiency of territorial communities it is important to rely not only on quantitative indicators but also on qualitative indicators, such as satisfaction of the population of the territorial communities, participation

of the local the population in the processes that occur in the community and the level of communication and informatization of the local population with government authorities.

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FORMATION OF NATIONAL DIGITAL INFRASTRUCTURE OF SCIENTIFIC RESEARCHES OF UKRAINE IN THE CONTEXT OF EUROPEAN INITIATIVES

Abstract. The paper is devoted to study of individual elements of globalization and the impact of European initiatives on the formation of an information space in the field of scientific research and the construction of the national digital infrastructure.

The measures taken in Ukraine in the framework of European initiatives and programs are considered, the example of which states that in the modern world there is a tendency to provide open access to knowledge and convergence of cultural systems, the separate tasks of forming of digital infrastructure in Ukraine in the context of the integration impact of European initiatives are outlined.

On the formation of a single information space in the field of scientific research and innovation.

An important feature of integrating the knowledge accumulated by people in different fields is the activity aimed at producing new knowledge and innovations in the countries of the European Union by creating the appropriate platforms, examples of which are discussed in papers.

This circumstance is important in shaping the national digital infrastructure in each EU country and the Eastern Partnership as a system-forming component of the European scientific space, the creation of which is dictated by globalization trends and integration processes. In our opinion, this is an indication of the search for ways to integrate research on the platforms and networks created by increasing the critical mass of the “active brain” in one place (platform) capable of providing a new quality of human activity in the form of ideas, technologies, etc.

An example of European programs shows that in the modern world the necessary preconditions for providing open access to knowledge in various spheres of human activity, which should be taken into account in the process of forming a digital infrastructure in Ukraine in the context of integration tendencies for the formation of a common research space, have been created, and some proposals have been made in this regard.

Keywords: globalization, integration, innovation, research space, knowledge, network technologies, network platform, digital infrastructure.

ФОРМУВАННЯ НАЦІОНАЛЬНОЇ ЦИФРОВОЇ ІНФРАСТРУКТУРИ НАУКОВИХ ДОСЛІДЖЕНЬ В КОНТЕКСТІ ЄВРОПЕЙСЬКИХ ІНІЦІАТИВ

Анотація. Розглянуто окремі елементи глобалізації, які виявились у формуванні загальноєвропейської цифрової інфраструктури та сприяли створенню в Європі єдиного дослідницького простору; розглянуто заходи, які здійснюються в Україні в межах європейських ініціатив та програм, на прикладі яких вказується, що в сучасному світі існує тенденція до забезпечення відкритого доступу до знань та зближення культурних систем, намічено окремі завдання формування цифрової інфраструктури в Україні в контексті інтеграційного впливу європейських ініціатив з формування єдиного інформаційного простору у сфері наукових досліджень та інновацій.

Важливою особливістю інтеграції накопичених людьми знань в різних сферах є діяльність, спрямована на продукування нових знань та інновацій в країнах Європейського Союзу завдяки створенню відповідних платформ, приклади яких розглядаються у статті.

Ця обставина є важливою при формуванні національної цифрової інфраструктури в кожній країні ЄС та Східного партнерства як системоутворюючої складової європейського наукового простору, створення якого продиктовано глобалізаційними тенденціями та інтеграційними процесами. На нашу думку, означене є свідченням пошуку шляхів у напрямі інтеграції наукових досліджень на створюваних платформах та в мережах за рахунок збільшення в одному місці (платформі) критичної маси “активного мозку” здатного забезпечити нову якість людської діяльності у вигляді ідей, технологій тощо.

На прикладі європейських програм показано, що в сучасному світі створені необхідні передумови забезпечення відкритого доступу до знань в різних сферах людської діяльності, які слід врахувати у процесі формування цифрової інфраструктури в Україні в контексті інтеграційних тенденцій з формування єдиного дослідницького простору, надано окремі пропозиції щодо цього.

Ключові слова: глобалізація, інтеграція, інновації, дослідницький простір, знання, мережеві технології, мережева платформа, цифрова інфраструктура.

ФОРМИРОВАНИЕ НАЦИОНАЛЬНОЙ ЦИФРОВОЙ ИНФРАСТРУКТУРЫ НАУЧНЫХ ИССЛЕДОВАНИЙ В КОНТЕКСТЕ ЕВРОПЕЙСКИХ ИНИЦИАТИВ

Аннотация. Рассмотрены отдельные элементы глобализации, которые проявились при формировании общеевропейской цифровой инфраструктуры и приводят к созданию в Европе единого исследовательского пространства; рассмотрены меры, которые осуществляются в Украине в рамках европейских инициатив и программ, на примере которых показано, что в

современном мире существует тенденция к обеспечению открытого доступа к знаниям и сближению культурных систем, намечены отдельные задачи формирования цифровой инфраструктуры в Украине в контексте интеграционного влияния европейских инициатив по формированию единого информационного пространства в сфере научных исследований и инноваций.

Важной особенностью интеграции накопленных людьми знаний в различных сферах является деятельность, которая направлена на продуцирование новых знаний и инноваций в странах Европейского Союза, благодаря созданию соответствующих платформ, примеры которых рассматриваются в данной статье.

Данное обстоятельство является важным при формировании национальной цифровой инфраструктуры в каждой стране ЕС и Восточного партнерства, как системообразующей составляющей европейского научного пространства, создание которого продиктовано глобализационными тенденциями и интеграционными процессами. По нашему мнению, отмеченное свидетельствует о поиске путей в направлении интеграции научных исследований на создаваемых платформах и в сетях за счет увеличения в одном месте (платформе) критической массы “активного мозга” способного обеспечить новое качество человеческой деятельности в виде идей, технологий.

На примере европейских программ показывается, что в современном мире созданы необходимые предпосылки обеспечения открытого доступа к знаниям в различных сферах человеческой деятельности, которые следует учесть в процессе формирования цифровой инфраструктуры в Украине в контексте интеграционных тенденций по формированию единого исследовательского пространства, предоставлены отдельные предложения по этому поводу.

Ключевые слова: глобализация, интеграция, инновации, исследовательское пространство, знания, сетевые технологии, сетевая платформа, цифровая инфраструктура.

Problem statement. Globalization processes, on the one hand, and the rapid development of technologies, the use of which can lead to unpredictable consequences, on the other hand, puts before the governments of the leading countries – leaders of technological innovations, one of the most urgent tasks of our time, which has its prerequisites, the essence of which is to ensure further civilizational development by combining the intellectual efforts of all coun-

tries aimed at creating a single digital infrastructure. The components of such infrastructure, in addition to software and hardware, include the network, data storage, computing and security, which can be used as services.

The relevance of the topic is substantiated by the need to take into account the experience and integration efforts of European countries aimed at sustainable development, safe use of science and technology.

Analysis of recent publications on the subject and identification of previously unsolved parts of the overall problem. The intensification of research on the implementation of the European integration path of Ukraine is a reflection of the processes that occur in the field of establishing communication of the scientific community, civil society and government [1,2]. Trends in the development of integration processes in the context of globalization are covered in the publications of individual authors [3]. Digital strategies of European governments in the field of social services are reflected in the OECD report [4]. Prospects for Ukraine's integration into the digital economy of Europe are set out in the materials of the International center for trade and sustainable development [5]. These developments make up a certain manifestation of the impact of globalization transformations on integration processes and approaches to the use of knowledge and experience accumulated worldwide.

The conceptualization of the integration approach is clearly reflected in the consideration of generative mechanisms of digital infrastructure, namely, the causal forces that explain how and why such infrastructure tends to develop in the context of value systems [6].

However, despite the presence of a significant number of studies aimed at finding ways to integrate efforts in the formation of digital infrastructure, the issues of the impact of integration processes associated with evolutionary changes and globalization processes are still insufficiently covered in the domestic literature.

The aim of the article. Therefore, the aim of this article is to analyze Eu-

ropean policy initiatives on formation of the scientific research area of the European Union, the implementation of involved the countries of the Eastern Partnership (EP), and to find ways of development of the national digital infrastructure with the priority areas of EU programs.

Presentation of the main material.

The events taking place in the civilizational world indicate that the XXI century was marked by a significant impact of globalization processes on all spheres of public life in every country of the world. This trend is clearly reflected in the European Union framework programs for research and technological development aimed at financing, supporting and promoting information integration and the formation of the European scientific space. Since 1984 7 such framework programs were financed and implemented [7].

Framework programs identified 10 priority topics for each of these subjects European technology platform (ETP) were selected facilitating dialogue between the scientific communities from related sectors and have their own strategy directions of development of scientific researches and introduction of their results into practice. In recent years, more than 30 ETP were created covering various sectors of the economy and science [8]. According to the European Commission, the development of the ETP will ensure the effectiveness of European investment in the research industry, will lead to the integration of the European Research Area (ERA) [9].

The formation of the European research area can be considered a modern innovation, which reflects the strate-

gy of technology development and research of European governments. The focus of this work is provided by conversion within a research space that allows us to imagine new technologies as services by creating a focus on service.

Taking the course of active participation in the projects of the ERA program, the Ministry of Education and Science of Ukraine in cooperation with the Council of young scientists at the MES adopted the “Road map of Ukraine’s integration into the European research space (ERA-UA)”, which identifies 6 main priorities of European integration of Ukrainian science, and it also formulated goals, activities, tools and indicators to achieve them [10].

One of the goals of priority 2A “Joint solution of problems caused by global challenges” was the goal aimed at improving cooperation of Ukraine with the EU member states, associated states, with researchers of these countries aimed at the integration of scientific research, the most effective use of joint resources to solve common problems, among which are the tasks of forming a multilateral network platform [10]. This is an excellent example of the formation of groups, whose participants in the presence of digital infrastructure of network platforms, in particular in the field of research, can implement their ideas and integrate them into collective knowledge.

The solution of the problem of formation of multilateral network platforms provides for the creation of appropriate digital infrastructure in Ukraine, involving a wide range of organizations, individual researchers, authorities. It should be noted that the development of such infrastructure is hampered by

the existence of certain problematic issues related, in particular, to the lack of:

a) state program for the development of digital infrastructure;

b) constant dialogue between the authorities, representatives of science and the expert community, business and the public on the development of legislation in the field of telecommunications.

The solution to these problems lies in the establishment of fruitful cooperation of all stakeholders. In particular, this concerns the increase in the level of penetration and quality of the internet – only 58 % of citizens in Ukraine in 2018 had access to it [11].

The steps taken by the EU countries indicate that they associate their future with the technological changes of the 4th industrial revolution [12]. In this process, great attention is paid to integration not only within the EU, but also to strengthening cooperation with partners from other countries, including the Eastern partnership (EP) countries, which include Ukraine, to form the infrastructure and the Single Digital Market of Europe [13].

The formation of the digital infrastructure and digital market of the EU include: digital transformation of industry and research, based on the use of smart and e-technologies, cloud computing, the internet of things, mobile technology of the level 5G, digital services and electronic applications, cyber security, open data [14].

In order to connect to these activities and coordinate the activities of the EU Eastern Partnership program with other EU programs and enhance international cooperation, a network of regulators of electronic communica-

tions of the Eastern partnership countries (Eastern Partnership electronic Communications Regulators Network - EaPeReg) was created [15]. Using this network (the platform), the EP members adopted a decision on the concentration of the digital cooperation network on six priority themes, which are consistent with the themes of network digital Europe 4 (EU4Digital) [16].

The first topic concerned the rules and infrastructure of telecommunications, in which Ukraine acts as a coordinator. The work on this topic is related to the development of the regulatory framework for electronic communications in the Eastern partnership partner countries, which includes, in particular, comparative analysis of markets, coordination of frequency ranges, reduction of roaming tariffs among the Eastern partnership partner countries and the development of broadband.

The second topic concerns trust and security in the digital economy (coordinators Estonia and Moldova) and focuses on electronic identification, digital trust services, network, information and cyber security, all elements of e-government necessary for the interaction of cross-border services.

The third topic concerns e-commerce, e-trade, e-customs and e-logistics (coordinators – Belarus, Lithuania and Azerbaijan).

The fourth topic concerns digital skills (coordinators – Armenia and Latvia) aimed at promoting national strategies in the field of digital skills in the partner countries, particularly through the establishment of national coalitions for digital jobs with the “coalition for digital skills and jobs” of the EU.

The fifth topic of cooperation concerns ICT innovations and start-up ecosystems (coordinator – Azerbaijan), which aims to promote the development of research and innovation ecosystems in the field of ICT and their coordination with similar activities in the EU.

And, the sixth topic concerns the theme of e-health (coordinator – Georgia). This network is a special regional seminar on e-health, the purpose of which is to identify common problems for partner countries and formulate recommendations for the harmonization of the Eastern partnership program [16].

These topics focus on four priority areas (Figure):

I – Framework Conditions – promoting the development of the digital economy and society: rules of telecommunications, ICT innovations and start-up ecosystems and digital skills.

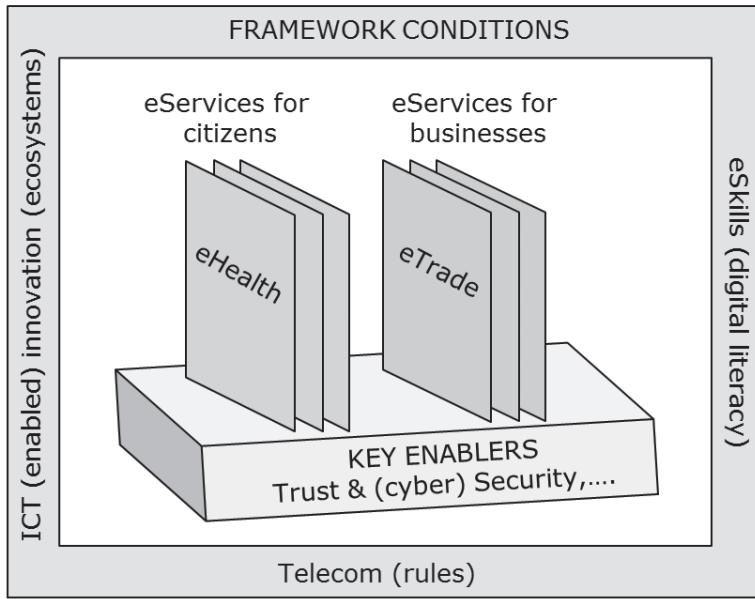
II – Key Enablers – for electronic services: electronic identification, trust services and cyber security.

III – cross-border electronic services for citizens (e-Health).

IV – cross-border e-services for business – e-Trade, including e-Commerce, e-customs and e-logistics.

A separate component of this initiative is fully dedicated to supporting the development of broadband access in the Eastern partnership region, which will enable Ukraine to increase its GDP from EUR 2,9 billion to EUR 4,3 billion per year [18].

In accordance with the Concept of development of the digital economy and society of Ukraine for 2018–2020, the creation of digital infrastructures is the main factor in expanding citizens’ access to the global information envi-



Priority areas of digitalization within EU4 Digital [17]

ronment and knowledge. The main goal of their development is to overcome the “digital separation”, which will enable all citizens of Ukraine without restrictions and difficulties of technical, organizational or financial nature to take advantage of digital opportunities regardless of their location or residence [19].

Conclusions and prospects for further research. It is obvious from the above that within the framework of European initiatives for the formation of a single research space, there are some trends in the formation of a new information culture as an external adaptation to globalization processes and intersectoral integration through the creation of international platforms and the formation of networks for the storage and exchange of knowledge, which will not only promote the comprehensive development of technologies, but also put their safe use under control.

In the context of the above, it is crucial to develop the scientific digital infrastructure, the formation of which will provide open access to scientific data and knowledge, will contribute to the commercialization of scientific research and reduce the burden on the state budget. In addition, the use of platforms and network solutions allows you to better promote new ideas, find stakeholders in their implementation.

In the process of formation of the national digital infrastructure in the field of scientific research, three necessary conditions can be identified, which reflect:

- The intensity of the data with which it travels across the network, in particular given use cases where the amount of data makes it impractical to transfer it over the network directly to the cloud or from the cloud to the point of use due to a problem with the amount of data, cost or bandwidth.

- Sensitivity to human latency – covers cases where the exchange of information, ideas are optimized for use in a group. In this case, reliability is the defining characteristic of this type of knowledge exchange.

- Sensitivity to latency from the communication medium: covers cases where information exchange is optimized for use between different technologies, ICT and mobile communications.

The above gives grounds to conclude that an important direction of development of the national digital infrastructure should be the development and implementation of a comprehensive state program of digitalization, the formation of demand for broadband Internet access services, which will be based on the application of the archetype approach. This will help to bridge the digital divide and will serve as an impetus for the development and well-being of not only cities and small towns, but also rural areas, whose connection to networks creates new opportunities for communities of economic and social development, it will provide access to knowledge, modern educational and other technologies, health services and the like.

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FEATURES OF LEGAL REGULATION OF SOCIO-ECONOMIC RELATIONS IN CONSTRUCTION: FOREIGN ASPECT

Abstract. The article reveals the foreign aspect of features of legal regulation of socio-economic relations in construction. It is noted that the modern economy of Ukraine is in a state of chronic crisis, so it is of interest to analyze the construction experience of the United States, Canada and the European Union countries in terms of establishing a regulatory mechanism for managing socio-economic relations in construction. It substantiates that the feature of the public administration of legal regulation of socio-economic relations in construction in the United States is the development of its own regulatory mechanism and the system of control over compliance with the relevant legal requirements. To this end the adoption of relevant codes, legislative acts in the field of construction, in

field of mortgage lending, the provision of soft loans, securities, ensuring effective mechanisms of the insurance system has taken place.

It determines that most foreign countries tend to “privatize” the functions of supervision and control over compliance with the construction legislation, bodies and organizations in charge of the technical regulation system functioning in construction, etc. The reasons for this are the added complexity and improvement of building technologies, the increase in the volume of construction and the transition of many countries to the use of parametric standards (norms).

It is concluded that the international experience in the implementation of architectural and construction control in foreign countries is a necessary foundation for the improvement of the national construction system of a state. The involvement of independent private specialized agencies in the supervision and control system or of experts in performing the functions of control will not only improve the quality of control measures, but also reduce the level of corruption in the construction sector.

Keywords: public administration, socio-economic relations, construction, legal regulation, mechanism, foreign experience, architectural and construction control, standardization in construction.

ОСОБЛИВОСТІ НОРМАТИВНО-ПРАВОВОГО РЕГУЛЮВАННЯ СОЦІАЛЬНО-ЕКОНОМІЧНИХ ВІДНОСИН У БУДІВНИЦТВІ: ЗАРУБІЖНИЙ АСПЕКТ

Анотація. Розкрито зарубіжний аспект особливостей нормативно-правового регулювання соціально-економічних відносин у будівництві. Зазначено, що сучасна економіка України перебуває у стані хронічної кризи, тому цікаво проаналізувати досвід будівництва США, Канади та країн Європейського Союзу з точки зору встановлення нормативно-правового механізму управління соціально-економічними відносинами у будівництві. Обґрунтовано, що у США особливістю державного управління нормативно-правовим регулюванням соціально-економічних відносин у будівництві є розробка власного нормативно-правового механізму та система контролю за дотриманням відповідних законодавчих вимог. З цією метою відбулося прийняття відповідних кодексів, законодавчих актів у сферах будівництва та іпотечного кредитування, надання пільгових кредитів, гарантій, забезпечення дієвих механізмів системи страхування тощо.

Визначено, що у більшості зарубіжних країн спостерігається тенденція “приватизації” функцій нагляду та контролю за дотриманням вимог будівельного законодавства, органів та організацій, відповідальних за функціонування системи технічного регулювання у будівництві тощо. Причини цього — ускладнення та вдосконалення будівельних технологій, збільшення обсягів будівництва та перехід багатьох країн світу до використання параметричних норм.

Доведено, що світовий досвід впровадження архітектурно-будівельного контролю у зарубіжних країнах є необхідною основою для вдосконалення

національної державної системи будівництва. Включення до системи нагляду та контролю незалежних приватних спеціалізованих установ або експертів до виконання функцій контролю не тільки покращить якість заходів контролю, але й знизить рівень корупції у будівельній сфері.

Ключові слова: державне управління, соціально-економічні відносини, будівництво, нормативно-правове регулювання, механізм, зарубіжний досвід, архітектурно-будівельний контроль, нормування у будівництві.

ОСОБЕННОСТИ НОРМАТИВНО-ПРАВОВОГО РЕГУЛИРОВАНИЯ СОЦИАЛЬНО-ЭКОНОМИЧЕСКИХ ОТНОШЕНИЙ В СТРОИТЕЛЬСТВЕ: ЗАРУБЕЖНЫЙ АСПЕКТ

Аннотация. Раскрыт зарубежный аспект особенностей нормативно-правового регулирования социально-экономических отношений в строительстве. Отмечено, что современная экономика Украины находится в состоянии хронического кризиса, поэтому интересно проанализировать опыт строительства США, с точки зрения установления нормативно-правового механизма управления социально-экономическими отношениями в строительстве. Обосновано, что в США особенностью государственного управления нормативно-правовым регулированием социально-экономических отношений в строительстве является разработка собственного нормативно-правового механизма и система контроля за обеспечением соблюдения соответствующих требований законодательства. С этой целью принимались соответствующие кодексы, законодательные акты в сфере строительства, в сфере ипотечного кредитования, предоставления льготных кредитов, гарантий, обеспечения действенных механизмов системы страхования и так далее.

Определено, что в большинстве зарубежных стран наблюдается тенденция “приватизации” функций надзора и контроля за выполнением требований строительного законодательства, органов и организаций, ответственных за функционирование системы технического регулирования в строительстве и так далее. Причины этого — появление более сложных и усовершенствование строительных технологий, увеличение объемов строительства и переход многих стран мира к использованию параметрических норм.

Доказано, что мировой опыт внедрения архитектурно-строительного контроля в зарубежных странах есть необходимой основой для совершенствования национальной государственной системы строительства. Действительно, включение независимых частных специализированных учреждений или экспертов, для выполнения функций контроля не только улучшит качество мер контроля, но и снизит уровень коррупции в строительной сфере.

Ключевые слова: государственное управление, социально-экономические отношения, строительство, нормативно-правовое регулирование, механизм, зарубежный опыт, архитектурно-строительный контроль, нормирование в строительстве.

Problem statement. The object of legal regulation of various socio-economic relations in construction is a multi-faceted process per se called construction, construction activities and other construction-associated economic activities. Public policy in the field of construction consists of legislative, executive and supervisory measures, and the implementation of the legal regulation mechanism is carried out through the development, adoption and implementation of legal acts and regulations. One of the main mandatory elements of the public administration system is the function of state control and supervision over the functioning of the construction market [1, p. 65-66]. In Ukraine, it is of particular importance to improve the general principles of legal regulation of construction, and consequently, to modify the elements of the relevant regulatory mechanism. Therefore, at the present stage, it is relevant to study construction activities as an object of regulation and to exercise a comprehensive analysis of regulatory forms of legal regulation in this area [2, p. 32].

Analysis of recent research and publications. Issues of state regulation of construction in Ukraine have found their reflection in scientific works of such domestic scientists as: H. Lyska [5] O. Marusheva [1], O. Nepomnyashchy [6], V. Oliukh [3], O. Stukalenko [2], V. Felikman [8], etc. However, despite the publications on socio-economic relations in the construction industry in Ukraine available in the domestic science, an issue as to features of legal regulation of socio-economic relations in construction in foreign countries and its application in the Ukrai-

nian reality has not received its full and comprehensive study yet.

The purpose of the article. The purpose of this article is to reveal the foreign aspect of the features of legal regulation of socio-economic relations in construction.

Presentation of the basic material of the research. The main goal of construction is to create final construction products able meet the needs of people, society and the interests of the state. Therefore, one of the most important sectors of the national economy in any country of the world, regardless of the state of its economic development, social orientation, political stability and its place in the international arena, is the construction industry, which, in its turn, requires a balanced public policy. State measures should ensure not only the creation of a favorable political and economic climate for the stable development of the construction complex, but also the quality and availability of finished construction products for everyone. The experience of the developed countries of the world shows that the effective performance of the state's functions gives a powerful impetus to the development of construction. That is why it is advisable to consider an issue of foreign experience of legal regulation of socio-economic relations in construction, noting the features of state regulation of construction in the United States, Canada, the European Union, etc.

The modern economy of Ukraine is in a state of chronic crisis, therefore, performing analysis of experience in construction of the United States appears justified, from the perspective of formation and development of legal

mechanism of management of socio-economic relations in the construction industry [3, p. 185]. Taking into account a factor of the federal structure, there is no single legal act in the legislative system of the USA regulating relations in construction. For example, the standardization process in the US construction is based on model codes. Although a small number of administrative-territorial units continue to use building regulations developed independently by the relevant administrative bodies, in most cases the practice of adapting model legislation is applied. Even large cities have their own building codes, such as the Los Angeles Building Code or New York City Building Code [4]. For example, the purpose of the New York City Building Code is to provide reasonable minimum requirements and standards, based upon current scientific and engineering knowledge, experience and techniques, and the utilization of modern machinery, equipment, materials, and forms and methods of construction, for the regulation of building construction in the city of New York in the interest of public safety, health, welfare and the environment, and with due regard for building construction and maintenance cost [4]. At the same time, there are Mechanical, Plumbing, Building, Fire Codes and others. These Codes define standards and regulations that establish the minimum acceptable level of safety of facilities under construction. A feature of the management of legal regulation of socio-economic relations in construction in the United States is the presence of International Codes adopted by the International Code Council in order to set equal standards

of construction works. These Codes contain standards and regulations for construction works, in particular, requirements for fire safety, design, protection from dangerous geological processes, ensuring the reliability and structural safety of buildings, heating networks, water supply and sewerage systems, etc. [5, p. 175].

So today, the main regulatory standards, technical regulations, certification conditions, building regulations of the United States are contained in the International Building Code. The International Building Code was developed by the International Code Council in 2009, it contained provisions of the National Building Codes, the Uniform Building Code and the US Standard Building Code, the regulations of which refer to the construction of new buildings, reconstruction, extensions, refurbishment, apart from the construction of one- and two-family dwellings and townhouses of three stories or less. The requirements for these types of buildings are regulated by the International Residential Code. The International Building Code is applied or adopted in 50 States, the District of Columbia, GUAM, The Northern Mariana Islands, New York City, the Virgin Islands (USA), and Puerto Rico. An interesting fact is that the Code is updated in accordance with the developed schedule, which is published on the International Code Council official website in advance. The schedule contains activities with the purpose to discuss the proposed changes, bulletins, reports, information regarding public hearings, video-recorded discussions, covering the entire cycle of the code development. Now the 2018 edi-

tion (2018 IBC) is a current version of the Code but the running development cycle of relevant amendments covers the 2018–2019 code development cycle and it is known in advance that the next version of the code will be adopted in 2021. The main advantages of the Code are as follows: the principles of the model code are based on health protection, safety and welfare of the population; the code promotes the efficiency of structures that provide flexibility for an official, designer, engineer and architect; the provisions of the Code encourage the use of new and smarter technological advances; the Code emphasizes both regulatory and engineering solutions and allows the use of time-tested methods; the Code refers to consensus standards developed at the national level [6].

The United States have traditionally delegated the function of standardization in design to non-governmental organizations, since 1905. For example, the National Fire Insurance Office Council issued Model Building Code which became the first building regulatory document in the United States. Presently, in the United States there are non-governmental organizations dealing with the development and distribution of building regulations and standards as follows: Building Officials and Code Administration, the International Conference of Building Officials, the Southern Building Code Congress and other organizations. Endeavours to harmonize and develop a single integrated model of national standards for construction in the United States have led to foundation of the International Code Council in 1994 as a non-profit organization, which is the official in-

ternational organization for standardization [6].

The experience of the United States on the organizational mechanism accompanying the construction process at all stages, in terms of supervision and control, is indicative and interesting. In the United States of America, there is a multi-level system of supervision and control over use of funds and compliance with the law, where the division of powers is based on the subject matter of regulation between municipal inspectorates and government agencies. The main tasks of local and municipal authorities are to ensure compliance with the minimum requirements established by the building codes for health and safety, to provide the necessary conditions for living, working and leisure of the population [7]. A special organization is set up by the local authorities to monitor compliance with the building codes in the process of financing construction projects. Typically, such an institution is Building Departments.

In most municipalities, the Building Departments are also in charge of overseeing and monitoring compliance with local town planning legislation, in particular the settlement arrangement, as well as licensing procedures, etc. The department deals with the reviewing design decisions, granting building permits and inspection of construction projects to ensure compliance with the building regulations [3].

After analyzing the US experience, we can highlight positive aspects as follows:

- the codes create a powerful basis in the legal management mechanism in construction;

- an efficient and effectively planned system of updating and bringing amendments to the codes for discussion has been created;

- the organizational mechanism is characterized by a clear vertical division of power between the highest and lowest authorities;

- at the municipal level, almost all construction procedures are carried out in one administration (where the authorized persons are subordinate to one head);

- there is a clear horizontal distribution of power between institutions and organizations at the same level.

If we refer to the experience of centuries-old construction activities, it can be noted that the risks associated with the creation and operation of the property, undoubtedly, should be controlled and reduced. In many countries of the world there are systems that ensure safety on construction sites, one way or another.

Since the beginning of this decade, the National Standardization Strategy has been operating in the US, UK, Germany and France. Well-known risk management systems based on product safety are developed and widely used abroad. Their notable feature is the application of the principle of damage prevention by regulating labor at all stages. According to experts, this approach can reduce the number of accidents and catastrophes by lowering by 10–15 times the cost of dealing with negative effects [8].

It should be noted that in Canada, the technical regulation of construction activities takes place at the level of the subjects of the Federation. Since Canada is a country with different cli-

matic conditions and building traditions, it is considered unacceptable that the same building regulations are applied without regard to local conditions. Therefore, the state has developed a so-called new approach to standardization, the core of which was to ensure that provinces and administrative-territorial units were authorized to publish separate documents going beyond model laws, and therefore include only the combined provisions adopted by all provinces and regions in the national code. Local special conditions and technical differences not contained in the main text shall be indicated in the local appendices to the code which is prepared for each region or province and published separately. The new approach has played a major role in obtaining model code requirements that can meet the requirements applicable in Canadian provinces and territories [8].

The experience of the Czech Republic can be particularly helpful for Ukraine, provided that the system of regional governance in this country operates in crisis conditions similar to Ukrainian. Studying the experience of public administration in the field of administrative reform in the Czech Republic, we can emphasize the main positive point of the two-level structure of local self-government which has been established in the Czech Republic since 2000 [9, p. 40].

Therefore, it should be noted that most economically developed countries tend to “privatize” functions of normative legal acts development, functions of supervision and control over compliance with the construction legislation, bodies and organizations

in construction in charge of technical regulation system functioning. The reasons for this are the added complexity and improvement of construction technologies, the need to involve organized civil society in the development of legal acts, the increase in the volume of construction and the transition of many countries to the use of the parametric method of standardization [7].

Conclusions. The study of the features of legal regulation of socio-economic relations in construction in the United States, Canada and Europe indicates the need for a systematic combination of public administration methods, based on the implementation of elements of the foreign successful experience and the application of best international practices, the adaptation of the EU legislation through the creation of appropriate procedures and mechanisms, as well as the introduction of European administrative principles. The purpose of the Law of Ukraine “On Amendments to Some Legislative Acts of Ukraine on Decentralization of Powers in the Field of Architectural and Construction Control and Improvement of Urban Planning Legislation” is to implement the European principle of power decentralization in the field of construction, especially due to the expansion of the variety of state architectural and construction control and inspection bodies.

It was substantiated that the feature of the public administration of legal regulation of socio-economic relations in construction in the United States is the development of its own legal regulatory mechanism and the system of control over compliance with the relevant legal requirements. The US

model codes create a powerful basis in the legal mechanism of management in construction.

It was determined that the updating of the International Building Code, which operates in the majority of States in United States, takes place according to the developed schedule, which is published on the International Codes Council official website in advance. This schedule contains activities on discussion of the proposed changes, bulletins, reports, public hearings, video-recorded discussions, covering the current cycle of the code development. Thus, an efficient and effectively planned system of updating and bringing amendments to the codes for discussion has been created. It is worth paying attention to the legislative activity planning in Ukrainian realities based on similar principles and approaches.

It was determined that most foreign countries tend to “privatize” the functions of supervision and control over compliance with the construction legislation, bodies and organizations in construction in charge of technical regulation system functioning, etc. The reasons for this are the added complexity and improvement of building technologies, the increase in the volume of construction and the transition of many countries to the use of parametric standards.

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PROFESSIONAL EDUCATION AND PROFESSIONAL DEVELOPMENT AS THE COMPOSITION OF THE STATE PERSONNEL POLICY OF UKRAINE

Abstract. The article clarifies the peculiarities of vocational training and professional development as components of the state personnel policy of Ukraine. It is proved that professional growth is the development of the profession in its entirety and variety, the growth of professional knowledge, abilities and skills, which leads, as a rule, to the recognition of the work results of by the professional community, the acquisition of authority in a particular kind of professional activity.

It has been determined that improvement of the management quality and efficiency of executive bodies' activity requires the training, retraining and qualification improvement of civil servants in order to obtain and deepen administrative,

financial and economic, social and legal knowledge, as well as to improve professional knowledge and skills, obtaining a new specialty or qualification. based on previously gained education and practical experience. Therefore, the civil service professionalization is considered to be one of the priority tasks, without which it is impossible for Ukraine to integrate into the leading European states community. It is proved that the main areas of professional training should be as follows: providing a proactive character of training taking into account the prospects of the state development, improvement of tasks and functions of state authorities; introduction of the target orientation of education on the basis of observance of state educational standards, flexibility of all types of application, forms and methods of training, achievement of intensification and optimization of educational process; improvement of training and qualification improvement of the personnel reserve and newly appointed civil servants; expansion of training and retraining of civil servants in the specialty “Public service” and specialization in economics, law, as well as social, humanitarian and personnel policies; optimization of the network of educational institutions of different forms of ownership, which trains specialists for the civil service; introduction of distance learning, which will enable the expansion of the range of civil servants who professionally improve their qualifications uninterruptedly; providing a unified teaching and methodological management and coordinating the practical activities of all structural elements of the system. the introduction of distance learning, which will enable the expansion of the range of civil servants who professionally improve their qualifications uninterruptedly; providing a unified educational and methodological management and coordinating the practical activities of all structural elements of the system. It is revealed that the necessary condition for effective public administration is its professionalization. An important institution for the professionalisation of public administration is the system of vocational training of civil servants through training, retraining and advanced training using new forms and methods of training, educational mechanisms and technologies, taking into account the experience of developed countries of the world.

Keywords: public administration, personnel policy, training, professional development, public service.

ПРОФЕСІЙНЕ НАВЧАННЯ ТА ПРОФЕСІЙНИЙ РОЗВИТОК ЯК СКЛАДОВІ ДЕРЖАВНОЇ КАДРОВОЇ ПОЛІТИКИ УКРАЇНИ

Анотація. З’ясовано особливості професійного навчання та професійного розвитку як складових державної кадрової політики України. Доведено, що професійне зростання — це освоєння професії у всій її повноті й різноманітності, приріст професійних знань, умінь і навичок, що приводить, звичайно, до визнання результатів праці професійним співтовариством, придбання авторитету в конкретному виді професійної діяльності. Визначено, що підвищення якості управління та ефективності діяльності органів виконавчої влади потребує підготовки, перепідготовки та підвищення кваліфікації державних службовців з метою здобуття і поглиблення управлінських, фінансово-еко-

номічних, соціальних, правових знань, а також удосконалення професійних знань і умінь, здобуття нової спеціальності або кваліфікації на основі раніше здобутої освіти і досвіду практичної роботи. Тому професіоналізація державної служби розглядається як одне з першочергових завдань, без вирішення якого неможливо зробити реальним входження України до спільноти провідних Європейських держав. Доведено, що основними напрямками професійної підготовки мають бути: забезпечення випереджаючого характеру навчання з урахуванням перспектив розвитку держави, удосконалення завдань і функцій органів державної влади; запровадження цільової спрямованості навчання на основі дотримання державних освітніх стандартів, гнучкості застосування усіх видів, форм і методів навчання, досягнення інтенсифікації та оптимізації навчального процесу; вдосконалення підготовки та підвищення кваліфікації кадрового резерву та новопризначених державних службовців; розширення підготовки та перепідготовки державних службовців за спеціальністю “Державна служба” та за спеціалізаціями з економіки, права, а також соціальної, гуманітарної та кадрової політики; оптимізація мережі навчальних закладів різних форм власності, які здійснюють підготовку спеціалістів для державної служби; запровадження дистанційного навчання, що дасть можливість розширити коло державних службовців, які професійно підвищують кваліфікацію без відриву від роботи; забезпечення єдиного навчально-методичного управління та координація практичної діяльності всіх структурних елементів системи. Виявлено, що необхідною умовою ефективного державного управління є його професіоналізація. Важливим інститутом професіоналізації державного управління є система фахового професійного навчання державних службовців шляхом підготовки, перепідготовки та підвищення кваліфікації з використанням нових форм і методів навчання, освітніх механізмів і технологій з урахуванням досвіду розвинених країн світу.

Ключові слова: державне управління, кадрова політика, навчання, професійний розвиток, публічна служба.

ПРОФЕСИОНАЛЬНОЕ ОБУЧЕНИЕ И ПРОФЕСИОНАЛЬНОЕ РАЗВИТИЕ КАК СОСТАВЛЯЮЩИЕ ГОСУДАРСТВЕННОЙ КАДРОВОЙ ПОЛИТИКИ УКРАИНЫ

Аннотация. Выяснены особенности профессионального обучения и профессионального развития как составляющих государственной кадровой политики Украины. Доказано, что профессиональный рост — это освоение профессии во всей ее полноте и разнообразии, прирост профессиональных знаний, умений и навыков приводит, как правило, к признанию результатов труда профессиональным сообществом, приобретение авторитета в конкретном виде профессиональной деятельности. Определено, что повышение качества управления и эффективности деятельности органов исполнительной власти требует подготовки, переподготовки и повышения квалификации государственных служащих с целью получения и углубления управленческих, финансово-экономических, социальных, правовых знаний, а также

совершенствование профессиональных знаний и умений, получение новой специальности или квалификации на основе ранее полученного образования и опыта практической работы. Поэтому профессионализация государственной службы рассматривается как одна из первоочередных задач, без решения которого невозможно сделать реальным вхождение Украины в сообщество ведущих Европейских государств. Доказано, что основными направлениями профессиональной подготовки должны быть: обеспечение опережающего характера обучения с учетом перспектив развития государства, совершенствование задач и функций органов государственной власти; введение целевой направленности обучения на основе соблюдения государственных образовательных стандартов, гибкости применения всех видов, форм и методов обучения, достижения интенсификации и оптимизации учебного процесса; совершенствование подготовки и повышение квалификации кадрового резерва и вновь государственных служащих; расширение подготовки и переподготовки государственных служащих по специальности “Государственная служба” и по специализациям по экономике, праву, а также социальной, гуманитарной и кадровой политике; оптимизация сети учебных заведений различных форм собственности, осуществляющих подготовку специалистов для государственной службы; введение дистанционного обучения, что позволит расширить круг государственных служащих, профессионально повысит квалификацию без отрыва от работы; обеспечение единого учебно-методического управления и координация практической деятельности всех структурных элементов системы. Выявлено, что необходимым условием эффективного государственного управления является его профессионализация. Важным институтом профессионализации государственного управления является система профессионального обучения государственных служащих путем подготовки, переподготовки и повышения квалификации с использованием новых форм и методов обучения, образовательных механизмов и технологий с учетом опыта развитых стран мира.

Ключевые слова: государственное управление, кадровая политика, обучение, развитие, публичная служба.

Problem statement. The system of public administration in Ukraine has passed a long and difficult period of formation, which was accompanied by constant reform of the institute of public service and the transformation of principles and approaches to staffing. These principles are reflected in the state personnel policy, and their implementation ultimately leads to qualita-

tive changes in the personnel composition of public administration.

However, the analysis of numerous publications devoted to the study of state personnel policy from historical, political, sociological, legal positions reveals a plurality of views, approaches to assessing its status and effectiveness.

Analysis of recent publications on the subject. Many leading scientists

addressed professional training and professional development. Among the scholars who have researched these issues are: O. Obolenskyi, V. Oluiko, V. Skoryk and others. However, this issue requires further study, especially in the aspect of the study of vocational training and professional development as part of the state personnel policy of Ukraine, which led to the choice of the topic of this article.

Formulation of the objectives (goals) of the article. The purpose of the article is to find out the features of professional training and professional development as components of the state personnel policy of Ukraine.

Presentation of the main material of the study. The establishment of a democratic state governed by the rule of law, the development of the foundations of civil society, the European integration of Ukraine and administrative reform require for factors such as professionalism and competence to play a leading role in the activities of public authorities. The need to strengthen the efficiency of public administration, to make it open and transparent to society is relevant for modern Ukraine. It requires new approaches to solving the problem of staffing of public authorities with qualified specialists. The modern state personnel policy of the country is focused on professionalism and the adoption of the norms of democratic civil society should become an effective tool for the development of all spheres of its life. However, the analysis of the current situation shows that the current state of the personnel potential of the authorities and personnel work does not meet the requirements of the time. In particular, this applies to

the training, retraining and advanced training of personnel. In addition, the existing legal framework does not fully allow for the development of a system of continuous training of civil servants.

Professional growth is the development of the profession in its entirety and diversity, the growth of professional knowledge, skills, which leads, as a rule, to the recognition of the results of work by the professional community, the acquisition of authority in a particular type of professional activity. Immersion in narrowly focused activities allows a person to become a unique professional and to be in demand in certain field of activity, to act as an expert, etc. To advance through the levels of the service hierarchy, it is necessary to develop new competencies that have not been involved before. Official promotion (career in the typical sense) is the expansion of responsibility and authority, moving up, moving from one level to another.

Therefore, the problem of providing public authorities with high-quality personnel of managers requires urgent consideration at all levels of territorial and sectoral management. This is the main task of reforming the professional training of civil servants.

Experience of formation and strengthening of the Ukrainian state testifies to significant achievements in the sphere of the state and formation of administrative personnel.

Over a historically short period of time, power institutions have been established and new democratic procedures for their functioning have been introduced, a legal system has been developed and a stable understanding of the benefits of life in an independent

state has been formed. Our achievements became possible thanks to the establishment of an effective system of public administration and filling it with professionally competent personnel of civil servants.

In today's changing world, the problem of training specialists for the public sphere is relevant from the point of view of ensuring the stable development of society and the country.

Training of civil servants should be advanced and aimed at the disclosure of the personnel potential of the civil servant.

This is the way O. Obolenskyi expresses his opinion, he emphasizes that society and the state need to prepare a new generation and improve the skills of already working managers and specialists of public authorities and local self-government, so one of the priority directions of socio-economic development of Ukraine should be the qualitative improvement of the system of training and advanced training of civil servants [1].

The public service now requires professionals, people who can make the life of society better, look strategically, predictably at public affairs.

Public administration personnel need constant and powerful training and professional support, because, according to statistics, public administration is a highly intellectual activity, slightly inferior to the share of workers with full higher education only in the field of research and development.

Improving the quality of management and efficiency of activity of enforcement authorities in need of training, retraining and advanced training of civil servants for the purpose of

receiving and deepening the managerial, financial, economic, social, legal knowledge, and improving professional knowledge and skills, getting a new specialty or skill on the basis of previously received education and practical experience. Therefore, the professionalization of the public service is considered as one of the priorities, without which it is impossible to make Ukraine a real entry into the community of leading European states.

At the present stage, it is important that every civil servant, every official possess the knowledge and skills necessary to work in the difficult social, economic and political conditions of modern Ukraine. The development of new technologies, scientific and technological progress in general have caused major changes in the work of employees of state institutions and organizations, led to increased requirements for their professional qualification level.

The structure of training, retraining and advanced training of civil servants shall provide continuity and obligation of training of all employees on condition of its organic connection with professional development of the personnel, planning and realization of career, professional achievements, promotion, assignment of the next rank, taking into account personal interests of the worker.

It is important to create such conditions in which both the state and each of its employees would be both interested in the professional development of all civil service personnel and the individual employee, to improve the efficiency of managerial work.

In the process of professional training of civil servants their preparation

for management requires special attention.

The main areas of training should be as follows [2]:

1. Ensuring the advanced nature of training, taking into account the prospects of development of the state, improving the tasks and functions of public authorities.

2. Introduction the purpose of the study, based on compliance with state educational standards, flexibility of all kinds, forms and methods of training, achievements intensify and optimization of the educational process.

3. Improvement of training and advanced training of personnel reserve and newly appointed civil servants.

4. Expansion of training and retraining of civil servants in the specialty "Public service" and specializations in economics, law, as well as social, humanitarian and personnel policy.

5. Optimization of the network of educational institutions of different forms of ownership, which provide training for public service.

6. Introduction of distance learning, which will make it possible to expand the range of civil servants, professionally improving skills on the job.

7. Providing a single educational and methodical management and coordination of practical activities of all structural elements of the system.

Professional development of a civil servant is a complex organizational process, which includes personnel analysis and determination of quantitative and qualitative needs for training, providing the educational process with content and methodology, efficiency and effectiveness of the results of training, retraining and improvement of quality.

To perform the professional duties, a civil servant must have not only specific knowledge, but also be highly professional, competent, able to determine the most effective ways and methods of implementing the tasks within the framework of regulatory authority, the ability to analyze and predict the development of situations, to make informed management decisions.

One of the most important criteria for the characteristics of specialists of various special training remains the level of their professionalism. According to V. Oluiko, professional development of civil servants should be carried out in two directions: professional qualification, professional and official [3].

The process of professional and qualification development on the basis of training and advanced training should be based on the following principles and principles:

The obligation provides that civil servants improve their skills constantly, including through training in the relevant educational institutions, as a rule, at least once every five years. The obligation of professional development for each civil servant follows from the basic principle of public service — professionalism. The volume and level of knowledge should provide civil servants with quality performance of tasks, duties at the level of modern requirements, which are constantly growing. To meet them, every civil servant is obliged to constantly learn, replenish, update and deepen their knowledge, improve skills and abilities.

The principle of professionalism of civil servants is the leading principle in the organization and functioning of the public service. This is not only one of

the main requirements that determines the formation and practical activities of staff, but it is also a necessary legal condition without which it is impossible to obtain the right to exercise official authority.

Planning is based on a systematic analysis of the composition of civil servants and studied needs of public authorities and their specialists in training and provides for the development, coordination and approval of schedules of training of civil servants in the relevant structures for the next academic year;

Differentiated approach-civil servants are employees belonging to different occupational groups, performing various functions in the system of public administration. Their professional development should be structured in such a way that employees performing the same or similar functions in public administration are enrolled before the training flows and groups. During the organization and methodological support of educational and information processes, it is necessary to purposefully take into account the need to form the levels of knowledge of specialists of different qualifications.

Continuity, and innovation – employee learning should be seen as a continuous process, not as the end result of a certain period of his life. After all, practically this knowledge becomes obsolete over time. An employee who does not systematically improve the professional level, does not enrich knowledge, works less effectively, because he uses outdated ideas, methods, means of work.

Therefore, the heads of state bodies, their structural units should constantly

take care of systematic improvement of the level of knowledge of civil servants, their competence.

Ensuring a humanistic, democratic approach-this principle requires the maintenance and development of intellectual and moral potential of employees, the full democratization of the educational process with their active participation.

The need for a humanistic approach is determined by the requirements of the current legislation of Ukraine to the ethics of behavior of a civil servant. Ethics plays an important role in governance. The prerogative of reforming the state management structures is the creation of a new model of management culture.

The inextricable connection of the theory with the practical activities of the executive authorities – given that civil servants represent the state bodies among the citizens of Ukraine, people judge the work of these bodies and the state as a whole based on their actions, competence, purposefulness, it is important to increase the role of the theoretical and ideological side of their training.

Domestic and foreign experience in determining the content and organization of training. On the one hand, one should not ignore the domestic experience of working with personnel in general and the experience of improving their skills in particular, developed over the previous years by state bodies and various parts of the system of advanced training. Increasingly better, effective based on the past experience is appropriate given current conditions and real opportunities to adopt and apply in work.

It is difficult to overestimate the role in this experience of foreign countries with developed public service systems. Special attention should be paid to the practice of a differentiated approach to the organization of training of civil servants, software, distance learning; methods of teaching adult students, the use of technical means; strengthening the motivation of civil servants to improve their skills.

Training of civil servants is the education of the appropriate educational and qualification level of a specialist, master's degree in specialties aimed at professional activity in the public service, as well as training in graduate school, doctoral studies of the Ukrainian Academy of Public Administration under the President of Ukraine, other educational institutions or research institutions in specialties aimed at professional activity in the public service.

Retraining of civil servants is the education of the corresponding educational qualification level of a specialist, master's degree in another specialty within, as a rule, the relevant branch of knowledge.

Professional development of civil servants is training to update and develop the skills and knowledge necessary to effectively solve the problems of professional activity in the public service. The main types of professional development of civil servants, ensuring its continuity, are as follows: training in professional programs; systematic independent training (self-education); thematic permanent and short-term seminars; training in bodies, as well as abroad.

Professional training should purposefully shape the ability of civil ser-

vants to innovate, including regulatory, design, analytical, organizational and administrative, Advisory and control functions.

The formation of a system of continuous professional training of civil servants has become an urgent need and one of the most important factors in strengthening the state and the formation of socially-oriented market economy [4].

The strive of Ukraine to be in the European community requires the creation of a system of public administration and public service focused on the implementation of standards of real democracy, which are derived from the democratic institutional standards of professional activity of employees. The reform of the civil service implies the need to define and implement the standards of professional activity of civil servants on the basis of strategic planning of the activities of state bodies with the introduction of effective and efficient service to the needs of the population, individuals and legal entities. These standards are the basis for the provision of quality public services, service, as well as the formation and updating of the content of vocational training.

The improvement and effectiveness of the vocational training system can be achieved provided that vocational training and post-graduate education meet the requirements of education for a knowledge and information society, namely:

- lifelong education;
- education without borders based on information and computer technologies and complements traditional methods and technologies with new opportunities;

– education on creative learning models and individual educational trajectories;

– education that develops on the basis of fundamental knowledge.

Science cannot be separated from vocational training and postgraduate education. It is a single complex of formation of intellectual capital of state administration and local self-government.

It is necessary to ensure the applied nature of master's training, postgraduate education and research, differentiation of professional training of civil servants depending on the nature of their professional activities, the needs of the body and civil servant.

Ensuring the quality of training content requires:

– implementation of the system of studying the needs for training, taking into account the types of training and categories of students;

– ensuring the practical nature of the content of training by its focus on training students to effectively perform job tasks.

Vocational education should guarantee a positive change in the status of a civil servant. At the same time it should consider training in a magistracy to be the stipulated form of the next (once in five years) professional development.

Since the successful implementation of the content of training is determined by the professionalism of the persons involved in the implementation of the educational process, it is necessary to systematically improve the skills of the teaching staff of magistrates of public service through training in central and local authorities.

An effective solution to this problem can be achieved through the use of distance learning technologies in the telecommunications network of the public service. Distance learning allows one to adapt to the basic level of knowledge and specific learning objectives of each individual, to attract qualified professionals (which is not possible under other conditions), to provide access to educational material at a convenient time for the user, his remote participation in teleseminars and qualified teacher assistance. In addition to the traditional means of distance learning (distribution of information materials and tasks) there may be the organization of training through courses, distance learning allows you to organize business games, discussions, teleconferences, which greatly improves the quality of acquired knowledge and training specialist to independent and timely decisions and actions.

The introduction of distance learning into the system of training, retraining and advanced training of civil servants and local government officials, and especially based on the methods of informative and communicative technologies, will not only cover the maximum possible number of students with training and improve their professional level, but also through the introduction of high technologies of information transfer to adapt them to the new conditions of development of "information civilization", its understanding and perception.

Thus, the effective functioning of the system of professional training of employees of public authorities, its scientific, educational, methodological, material and technical improvement,

the effectiveness of personnel policy at the regional level directly depend on the application of innovative models of educational institutions, the search and approval of new forms of professional training of management personnel.

Therefore, the necessary condition for effective public administration is its professionalization. An important institution for the professionalization of public administration is the system of professional training of civil servants through training, retraining and advanced training using new forms and methods of training, educational mechanisms and technologies, taking into account the experience of developed countries. This approach will allow a qualitative approach to ensuring the state personnel policy and will create conditions for the consistent renewal of the personnel of the state service of Ukraine.

Conclusions and prospects for further research. Therefore, the understanding of the modern view at professional development allows us to consider training as its indispensable condition, and career growth – as a possible and necessary outcome. Thus, the leading trend in the formation of the principle of professional development in the state personnel policy is the requirement to constantly improve the professionalism of the personnel through the professional development of civil servants, while the task of developing professional qualities was replaced by the targeting at the development of professional competencies and professional competence.

One of the strategic tasks of the state personnel policy at the present stage is the formation of highly profes-

sional staff of the public service. The implementation of this task should lead to qualitative changes in the personnel composition of state bodies.

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EVALUATION OF THE QUALITY OF HIGHER EDUCATION BY CHINESE STUDENTS AS THE BASIS FOR THE USAGE OF ITS EXPERIENCE IN IMPROVING SYSTEMS OF MANAGEMENT OF THE EDUCATIONAL SPHERE OF UKRAINE

Abstract. *Problem setting.* Clarification of the directions and conditions of effective reform of the higher education system of Ukraine, taking into account its considerable importance in ensuring the socio-political and socio-economic development of Ukraine, is an important way of organization a scientific research. Within the framework of the relevant problematics among the possible scientific tasks, including those content of which is associated with the identification of the features of the functioning of foreign models of the higher education system de-

velopment and determining the level of satisfaction of objects of educational communication with the quality of educational services.

Paper objective. To hold an analysis of thoughts of Chinese students as for quality of higher education on the University and State levels, and also determine those directions of country's politics which at the time ensured the dynamics of growth in the quality of functioning of the higher education system in China.

Paper main body. Basing on the results of analysis of international world ranking Quacquarelli Symonds there was determined that temps of increasing of quality of higher education system of China are much higher comparing to the temps which are demonstrated by the systems of higher education of other countries of the. With the aim to determine the peculiarities of perception of the phenomenon of the higher education with Chinese students, authors of this article maid a survey of students of the Institute of International and Comparative Education at Beijing Normal University (China). Basing on the analysis of the results of the answers such facts were determined: the indicators of assessment of the quality of higher education in China and a particular University are not identical; the vast majority of Chinese students not only assess the quality of higher education at a high level, but also are satisfied with its indicators (compliance of the quality of higher education with the requirements of the labour market); the opinion of students should be taken into account by the subjects of public administration during the national monitoring of the quality of higher education.

Conclusions of the research. The state policy of Ukraine as for ensuring the quality of higher education should be developed taking into account the world's best models of higher education. In this context, we propose to create and implement programs such as Chinese Projects 211 (selection of the 100 best Universities of higher education of China for the implementation of the state order for the training of highly qualified specialists) and 985 (ensuring the positioning of the best universities in China at the level of leading Higher education universities within the international University rankings).

Keywords: quality of higher education, the system of higher education, Chinese students, survey, subjects of public administration, state politics.

ОЦІНЮВАННЯ ЯКОСТІ ВИЩОЇ ОСВІТИ СТУДЕНТАМИ З КИТАЮ ЯК ПІДҐРУНТЯ ДЛЯ ВИКОРИСТАННЯ ЙОГО ДОСВІДУ У ВДОСКОНАЛЕННІ СИСТЕМИ УПРАВЛІННЯ ОСВІТЯНСЬКОЮ ГАЛУЗЗЮ УКРАЇНИ

Анотація. З'ясування напрямів та умов ефективного реформування системи вищої освіти України, з огляду на неабияку її значущість у забезпеченні суспільно-політичного та соціально-економічного розвитку України, є актуальним напрямом в організації наукових пошуків. Серед можливих наукових завдань, у межах відповідної проблематики, є у тому числі й ті, зміст яких пов'язано з виявленням особливостей функціонування зарубіжних моделей

розбудови системи вищої освіти та з'ясування рівня задоволеності об'єктів навчальної комунікації якістю надання освітніх послуг.

Проаналізовано думки студентів з Китаю щодо якості вищої освіти на університетському та державному рівнях, а також виявлено ті з напрямів державної політики, які свого часу забезпечили динаміку зростання якості функціонування системи вищої освіти Китаю.

За результатами аналізу міжнародного рейтингу Quacquarelli Symonds встановлено той факт, що темпи зростання якості системи вищої освіти Китаю є значно вищими порівняно з тими темпами, які демонструють системи вищої освіти інших країн світу. З метою з'ясування особливостей сприйняття феномену якості вищої освіти китайськими студентами, авторами цієї публікації було проведено опитування студентів Institute of International and Comparative Education at Beijing Normal University (China). За результатами аналізу відповідей студентів встановлено такі факти: показники рівня оцінки якості вищої освіти в Китаї та конкретному університеті не є ідентичними; переважна більшість китайських студентів не лише оцінює якість вищої освіти на високому рівні, а й є задоволеною його показниками (відповідність якості вищої освіти вимогам ринку праці); думка студентів має враховуватись суб'єктами державного управління під час проведення загальнонаціонального моніторингу якості вищої освіти.

Державна політика України щодо забезпечення якості вищої освіти повинна розбудовуватись з прийняттям до уваги кращих світових моделей системи вищої освіти. В цьому контексті пропонуємо скласти та забезпечити реалізацію програм на кшталт китайських Проектів 211 (вибір 100 найкращих ЗВО Китаю для реалізації державного замовлення на підготовку висококласних фахівців) та 985 (забезпечення позиціонування кращих університетів Китаю на рівні ЗВО-лідерів у межах міжнародних університетських рейтингів).

Ключові слова: якість вищої освіти, система вищої освіти, китайські студенти, опитування, суб'єкти державного управління, державна політика.

ОЦЕНКА КАЧЕСТВА ВЫСШЕГО ОБРАЗОВАНИЯ СТУДЕНТАМИ ИЗ КИТАЯ КАК ОСНОВА ДЛЯ ИСПОЛЬЗОВАНИЯ ЕГО ОПЫТА В УСОВЕРШЕНСТВОВАНИИ СИСТЕМЫ УПРАВЛЕНИЯ ОБРАЗОВАТЕЛЬНОЙ ОТРАСЛЬЮ УКРАИНЫ

Аннотация. Выяснение направлений и условий эффективного реформирования системы высшего образования Украины, учитывая ее большую значимость в обеспечении общественно-политического и социально-экономического развития Украины, является актуальным направлением в организации научных исследований. Среди научных задач, в пределах соответствующей проблематики, позиционируют в том числе и те, содержание которых связано с выявлением особенностей функционирования зарубежных моделей развития системы высшего образования, а также определением уровня удовлетворенности объектов учебной коммуникации качеством предоставления образовательных услуг.

Проанализировано мнение студентов из Китая относительно качества высшего образования на университетском и государственном уровнях, а также выявлены те из направлений государственной политики, которые в свое время смогли обеспечить динамику улучшения качества функционирования системы высшего образования Китая.

По результатам анализа международного рейтинга Quacquarelli Symonds установлено тот факт, что темпы улучшения качества системы высшего образования Китая значительно выше по сравнению с теми темпами, которые демонстрируют системы высшего образования других стран мира. С целью выяснения особенностей восприятия китайскими студентами феномена качества высшего образования, авторами этой публикации был проведен опрос студентов Institute of International and Comparative Education at Beijing Normal University (China). По результатам анализа ответов студентов установлены следующие факты: показатели уровня оценки качества высшего образования в Китае и конкретном университете не являются идентичными; подавляющее большинство китайских студентов не только оценивает качество высшего образования на высоком уровне, но и удовлетворена его показателями (соответствие качества высшего образования требованиям рынка труда); мнение студентов должно учитываться субъектами государственного управления во время проведения общенационального мониторинга качества высшего образования.

Государственная политика Украины по обеспечению качества высшего образования должна формироваться с принятием во внимание лучших зарубежных моделей системы высшего образования. В этом контексте предлагаем составить и обеспечить реализацию программ наподобие китайских проектов 211 (выбор 100 лучших ВУЗов Китая для реализации государственного заказа на подготовку высококлассных специалистов) и 985 (обеспечение позиционирования лучших университетов Китая на уровне ВУЗов-лидеров в рамках международных университетских рейтингов).

Ключевые слова: качество высшего образования, система высшего образования, китайские студенты, опрос, субъекты государственного управления, государственная политика.

Statement of problem in general and its connection with important scientific or practical tasks. The problems of higher education quality, considering its considerable significance for ensuring social and political, social and economic development of the state, is constantly within the sphere of scientific attention of researchers and focus

of professional activity of the specialized state administration authorities. The fact of growth of the number of scientific and communicative measures of the relevant content indicates the attention of scientists to solving the issues of improving the existing mechanisms of the state administration of education sector. For example, over

the past year more than 10 scientific and practical conferences were held, the most interesting of which are: All-Ukrainian scientific and methodical conference “Modernization of higher education and problem of quality control of training of specialists. Organization of the interaction system “Higher education – labor market” (28.09.2018, Kharkiv – Kharkiv State University of Food Technology and Trade); International scientific and practical conference “Quality of higher education: Ukrainian national system and European practices” (6-7.12.2018, Kyiv – Taras Shevchenko National University of Kyiv); International scientific and practical conference “Administration in Education” (04-05.04.2019, Lviv – Lviv Polytechnic National University). The importance of issues of higher education quality for further development of the state is indicated by the fact of their positioning at the priority level within the framework of international, state and regional program documents (Sustainable Development Goals 2016-2030 (UN), Association Agreement between Ukraine and the European Union (Verkhovna Rada of Ukraine); Strategy for Sustainable Development “Ukraine 2020” (President of Ukraine); Government’s Medium-Term Priority Action Plan to 2020 (Cabinet of Ministers of Ukraine); Priority Areas for Changes in Higher Education for 2018-2019 (Ministry of Education and Science of Ukraine), etc.).

The issue of quality assurance in higher education, along with integration into the European space of higher education and scientific research and lifelong learning, was determined by the Ministry of Education and Science

of Ukraine at the level of one of the priority directions of change in higher education for 2018–2019 [1]. Taking into account the above, we can state that the subjective and objective orientation chosen by us in the organization of scientific research is relevant and practically significant.

The effective solutions of the issue of quality assurance in higher education can be searched by several rather independent directions, for example: theoretical and methodological substantiation of the content of subject of scientific attention and determination of conditions for its effective development; substantiation of the competence of the state and society institutions and university institution; study of foreign models of quality assurance in higher education, etc. Each of these directions, in this or that volume of their scientific study, developed within the preliminary studies of domestic and foreign scientists.

Analysis of recent researches and publications, in which the solution of this problem was initiated and which the author relies on. The problems of quality assurance in higher education were positioned within the focus of scientific attention of S. K. Andreichuk, L. I. Antoshkina, A. V. Verbytska, L. A. Haievska, L. V. Holovii, S. M. Dombrovska, D. I. Dzvinchuk, M. I. Dudka, Yu. O. Zhuravliova, V. S. Zhuravskiy, S. A. Kalashnikova, V. H. Kremen, V. I. Luhovyi, V. M. Moroz, O. V. Postupna, T. Yu. Skyba and other researchers. The issues of education management have developed in the research of Ralph Lewis and Douglas Smith (analysis of the system of quality management in higher education, as well as

substantiation of the program content for its improvement at the university level [2]), Ronald Barnett (principles of effective functioning of the system of quality assurance in higher education are determined [3]), Mohammad Ouli (main characteristics of higher education quality are determined and the criteria for its assessment are substantiated; place and role of public administration authorities in the system of quality assurance in higher education are considered [4]), Claire Chuai (integrated approach to formation of the system of higher education quality is proposed; main characteristics of higher education are determined [5]), Diana Green, William Stubbs, Pauline Perry, Jim Finch, Jan Riesbeck [6] and other scientists. We considered some issues of the problems concerned with context of solving relevant issues within the previous directions of scientific researches [7; 8]. Despite the sufficient level of scientific attention to the problems of higher education quality, process management and technology of its assurance, some of its directions are still open for further scientific research.

Allocation of previously unsolved parts of the general problem to which this article is devoted. The great majority of scientific researches on the problems of higher education quality are purely theoretical. Certainly, solving problems of scientific and theoretical direction, as well as solving problems of methodological direction is of great importance for formation of the basis for ensuring practice of functioning of the higher education system. At the same time, imbalance between theoretical and practical researches not only increases the risk of disproport-

tion when considering the subject of scientific attention (gap between the levels of knowledge as a result of use of theoretical and practical methods of scientific knowledge may be the cause of the so-called unilateral perception of the subject of scientific attention), but also may cause distortion of the content of the subject studied. Our analysis of recent scientific researches on the problems of quality assurance in higher education shows that within the limits of national scientific idea there is a lack of those studies that helped to obtain the results due to the use by scientists of methods of empirical research, namely those that relate to methods of scientific data obtaining. Such methods usually include observation, testing, questioning, interviews, conversations, chronometry, etc. [9, p. 183]. Certainly, questioning the representatives of certain categories of so-called stakeholders (subjects and objects of educational communication; employers and other consumers of the results of educational services, etc.) are not something new for domestic scientific dispute, as questioning, for example, the students and professors of higher education institutions is rather common practice especially within context of procedures for ensuring the quality of educational activity and quality of higher education (system of internal quality assurance) by higher education institutions. At the same time, representatives of domestic higher education system become the object for organizers of questioning, and accordingly the obtained results are related exclusively to specific features of its functioning and development. Such subjective and objective orientation of using the methods of empirical know-

ledge defines not only the narrowing of sphere of scientific researches, which affects the quality of scientific researches by itself, but also makes it impossible to carry out the comprehensive analysis of foreign models of development as a direct system for ensuring the quality of educational activity and quality of higher education in general by higher education institutions. The difficulty of search of counteragents outside Ukraine by domestic scientists, which are interested in the relevant problems, limits the potential of studying the foreign experience to only theoretical methods. In other words, within domestic scientific idea there are almost no directions of research of features of functioning and development of foreign models of the higher education system that helped to obtain the results due to use of experimental methods of scientific knowledge. Within this publication we intend to focus our research attention on expert assessment of higher education quality by students of foreign higher education institutions both at a particular university and in country of its location. Within the previous directions of our scientific researches we showed the applicability of students' opinion at the level of expert assessment [10], and therefore consider it possible, at least within this research, to leave this issue without further substantiation.

Article objective statement (task assignment). Analysis of answers of students of higher education institutions (on the example of analysis of results of an expert questioning of students from China) on the quality of educational services, as well as substantiation of possibility to use the experience

of China for improvement of content and practice of using the mechanisms of public administration of education sector.

Statement of main research material with full substantiation of the obtained scientific results. Taking into account the fact that students of any country could hypothetically become the source of information, provided that the author of this publication finds the foreign counterparts potentially interested in the issue concerned, we will try to explain our choice in favor of Chinese students.

First, our interest in China was defined by rates of prestige growth of Chinese universities within international university rankings. For example, according to results of expert assessment by experts of the British consulting company Quacquarelli Symonds (QS), within QS World University Rankings 2016 [11], only 4 Chinese universities were represented at the world's top 100 best universities. In 2019, 6 Chinese universities were ranked within the relevant rating group [12]. As a comparison, US universities, the indisputable leaders in the ranking, in 2016 ranking were presented in the top hundred in the amount of 30 higher education institutions, and in 2019 ranking – 31 higher education institutions. It is obvious that China shows more powerful dynamics of increase in number of universities in the so-called TOP of corresponding ranking. Thus, the remarkable progress of Chinese higher education institutions in the authoritative university ranking caused the interest of the author of this publication to search for a counterpart from China.

Secondly, the Chinese higher education system within QS Higher Education System Strength Rankings 2018 received the expert assessment at the 8th position [13]. It is interesting that higher education systems of Hong Kong and Taiwan, which were developed under influence of Anglo-Saxon and Japanese traditions of education sector, were assessed at the 18th and 19th positions, respectively. In other words, the use of experience, which in due time ensured the leadership of universities based on its principles, is not always effective now. In turn, the experience of so-called non-classical or new models of the development of higher education system (China, South Korea), considering its potential for ensuring the growth of competitiveness of universities, is more attractive for study and further implementation of its individual practices (principles) in the domestic higher education system.

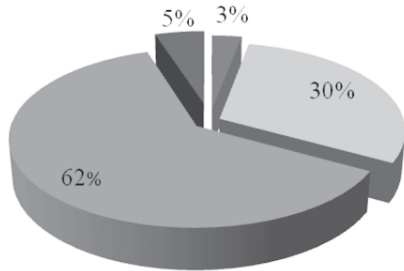
The feature of our publication is the fact that we selected the students of the Institute of International and Comparative Education at Beijing Normal University (China) as respondents. The questioning of students of this Institute became possible due to agreements between participants of the informal scientific team of domestic and foreign scientists on carrying out the out-grant (lack of any financial support from state, commercial and public institutions) research “Assessment of higher education quality”. Leaving unnoticed the content and practice of implementing the mechanism of search for counterparty from China interested in the project, we will proceed directly to the presentation of the results obtained by us.

Among the issues of the questionnaire developed according to methodological advice of S. Sudman and N. Bradburn [14] were also those the content of which was focused on assessment of quality of higher education in China and the Institute of International and Comparative Education at Beijing Normal University (IICE at BNU) by respondents. Before the questioning, the students were explained the scale of assessment of higher education phenomenon (1 point corresponds to the minimum possible, and 10 points – to the maximum possible levels of higher education quality). The obtained results are shown in Fig. 1.

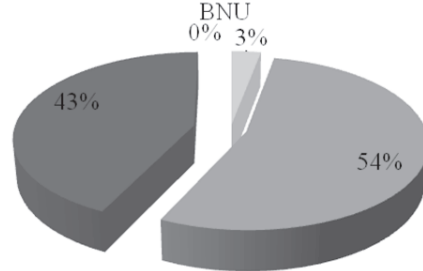
According to results of the analysis of respondents’ answers on the assessment of quality of higher education in China and IICE at BNU, we can state that:

- the great majority of respondents consider that the quality of higher education in China is quite satisfactory (92 % of respondents assessed the quality of higher education in the country at the level from 4 to 8 points);
- every twentieth respondent (5 % of the questioned students) assesses the quality of higher education at very high level, which taking into account the part of students who assessed the quality of higher education at high level (62 %), allows us to assume that in general the students are satisfied with the quality level of higher education offered by the state;
- 3 % of respondents assessed the quality of education in China at low level (from 0 to 3 points). Of course we have to accept their opinion, but at the same time, the part of Chinese students dissatisfied with the quality of higher

Quality level of higher education in China



Quality level of higher education at IICE at BNU



Low level (from 0 to 3 points); Sufficient level (from 4 to 6 points); High level (from 7 to 8 points); Very high level (from 9 to 10 points)

Fig. 1. Quality level of higher education
(according to results of questioning the students of IICE at BNU)

education is insignificant, and therefore we can ignore it when drawing the final conclusions. In addition, among dissatisfied students may be those who are dissatisfied due to their high level of academic training (student's academic potential is greater than possibilities offered to him by higher education system), and those who are dissatisfied due to too low level of their academic potential;

- the great majority of students is convinced that the quality of higher education in their higher education institutions is quite satisfactory (57 % of respondents assessed the quality of higher education in their higher education institutions at the level from 4 to 8 points);

- none of the respondents assessed the quality of education at their university at the level from 1 to 3 points that together with indicator from 4 to 6 points at the level of 3 % almost reduces the influence of the fact of dissatisfaction. The difference between assessment of the quality of higher education in the state and specific higher education institution in the range from 1 to 6 points is quite interesting, which

indicates a certain disproportion in the development of so-called capital and regional higher education institutions;

- 43 % of students assessed the quality of higher education at their university from 9 to 10 points (very high) that when comparing in the corresponding range of points by assessment at the state level (43 % against 5 %) confirms our assumption on disproportions in the development of universities of China;

- percent of assessments in the plane of "low level" criterion, when comparing the state and university level, indicates that a significant part of students consider the quality of educational services provided by their university to be higher than in the country in general (30 % assessed the quality of higher education in the country at "low level" level, while the corresponding indicator at the university level is only 3 %);

- percent of assessments in the plane of "very high" criterion, when comparing the state and university level, indicates that some students consider the quality of educational services provided by their university to be higher than in the country in general (43 % assessed

the quality of higher education in their higher education institution at “very high” level, while the corresponding indicator at the state level is only 5 %).

In the questionnaire proposed for students, the authors of the research included also questions on student satisfaction with the quality of higher education in the country of its obtainment. According to the logic of research development, in authors’ opinion such question was extremely necessary, as the assessment of “quality level of higher education” and “level of satisfaction with the quality of higher education” are not identical directions when examining the subject of scientific attention. For example, person can assess the “quality level” as low, but at the same time be fully satisfied with it (this situation is hypothetically possible if the quality of educational services does not comply with requirements of the labor market, that is, the person realizes that the quality of higher education is rather low (he compares it with the quality of higher education provided by leading universities), but, at the same time, he realizes that even this level will be

enough to meet the requirements of the labor market). In other words, when assessing the “quality level of higher education”, the respondent is guided by a system of objective indicators, while assessing the “level of satisfaction” defines the use of subjective measurement criteria. A deeper substantiation of the difference between the above phenomena requires a separate direction of scientific research and at the same time, more likely, outside the field of knowledge of the state and administration science. Thus, we consider it possible to limit ourselves to the above thesis and proceed to the direct analysis of respondents’ answers on the appropriate focus of scientific attention. The results of assessing the level of students’ satisfaction with quality of higher education in China are shown in Fig. 2.

Thus, almost every second respondent (49 %) in general is satisfied with the quality level of higher education offered by higher education institutions of China. Every fifth respondent (21 %) chose the answer of higher level of satisfaction. None of the respondents agree with a statement that he is fully

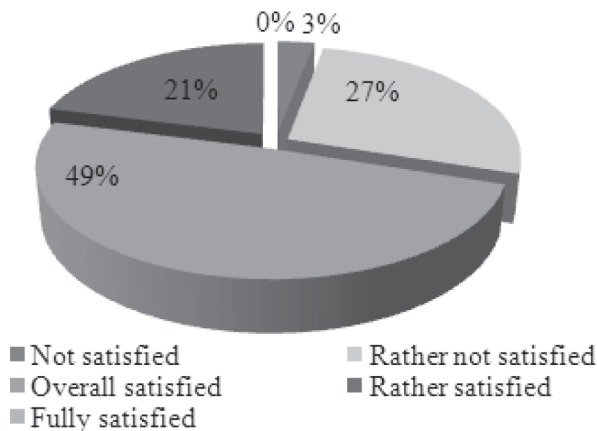


Fig. 2. The level of student satisfaction with the quality of higher education in China

satisfied with the quality of higher education. This fact identifies the sufficient level of awareness of Chinese students on the quality of educational services in other countries of the world, as well as on certain openness of information space of China. The interesting fact for researchers was the fact that 30 % of respondents are not satisfied with the quality of higher education in China. On the one hand, this fact confirms our assumption on the openness of information space of China (increase in volume of information promotes the improvement of quality of the expert opinion), and on the other hand, it indicates, on the one part, the increase in level of insistence of educational communication objects to the level proposed by the system for knowledge acquisition, and on the other part — the imperfection of the system of quality assurance in higher education of China. The last thesis, considering the debatability of its content, needs to be clarified within the further directions of scientific search.

Certainly, the carried out analysis is not complete, and therefore it can be expanded within other directions of scientific search. At the same time, the generalizations defined by us may be useful for improving the content and practice of using some mechanisms of public administration of higher education quality within domestic system of its development.

Conclusions from this research and prospects for further researches in this direction. Taking into account the foregoing, we can define the following main conclusions.

First, the reform of higher education system introduced in due time by the

Government of China (3rd Plenum of the Central Committee of the Communist Party of China of 11th convocation (18.12–22.12.1978) — introduction of reforms; 3rd plenum of the Central Committee of the Communist Party of China of 18th convocation (09.11.–11.12.2013) — deepening of reforms) promoted the increase in level of competitiveness of its main elements. The mechanisms of reforming the sphere of higher education chosen by the subjects of public administration not only ensured the overcoming of negative consequences of the so-called Cultural Revolution in educational sphere (it is considered that the Cultural Revolution and the so-called Great Leap almost destroyed the higher education system of China), but also caused the powerful dynamics of growth of qualitative characteristics of higher education system of China to the level of indicators demonstrated by the corresponding systems of leading countries in ensuring the quality of higher education. We offer to improve the content of administrative and organizational mechanism of public administration in the sphere of higher education in the direction of programming the reforms within annual, five-year and ten-year plans for development of education sector. The content of these plans, as well as the terms of their implementation, should not depend on changing the political situation in the state.

Secondly, disproportions in development of universities are not only a source for increasing the level of competitiveness of higher education institutions, which by itself is already an important condition for improving the university's qualitative characteris-

tics and the basis for formation of the so-called locomotive of changes in the sphere of higher education. The Project 211 (choice of 100 best higher education institutions of China for implementation of the state order for training of high-level specialists to ensure the reform of economic and social subsystems of society) and 985 (ensuring the positioning of the best universities in China at the level of leading higher education institutions within international university rankings) adopted by the Government of China, provided, on the one hand, the dynamic development of domestic universities, and on the other hand – possibility of comprehensive generalization of their experience. We offer to improve the content of normative and legal mechanism of public administration in the sphere of higher education through implementation of norms on the priority development of several domestic universities and ensuring their entry, for example, to 200 best universities in the world.

Thirdly, the Chinese model of organization of the higher education system ensures not only its quality (as confirmed by international rankings), but also the satisfaction of educational communication objects with the level of professional knowledge and skills acquired. We offer to improve the system of public control over the assurance of quality of educational services and quality of higher education by higher education institutions due to use of methods of students' questioning within its procedures. By the way, the Chinese practice of organization of monitoring the quality of higher education, at least at the university level, implies the obligatory participation of students in assess-

ing the quality of discipline teaching by scientific and pedagogical staff (student cannot complete a session without filling in the questionnaire on the quality of educational process organization and quality of education material teaching). The students' questioning at university and national levels will allow the administration of higher education institutions and public administration entities to obtain information from the direct participant (object) of the educational communication on the level of his satisfaction with the quality of higher education. The obtained information can be used as one of the criteria for assessment: by state – quality of implementation by higher education institutions of the public contract for training the specialists with higher education; by society – compliance of quality of higher education with requirements (needs) of the labor market.

For the representatives of scientific community who are interested in the possibility of using the comparative method for the study of problems of quality of higher education, we suggest paying attention to the results of our analysis of the Latvian students' opinion on the above focus of scientific attention [15]. Certainly, the above conclusions do not exhaust the content of problems of student participation in monitoring the quality of higher education, and therefore can be added and specified during further scientific researches of the relevant thematic direction. In our opinion, the most relevant directions are those that are related to the definition of the effectiveness level of system for ensuring the quality of educational activity and quality of

higher education in general by higher education institutions.

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LEGAL ASPECTS OF THE TRANSFER OF PUBLIC OFFICIALS

Abstract. The current legislation on the civil service, that regulates the transfer of civil servants, four grounds according to which a civil servant can be transferred without mandatory competition were analyzed. First of all, if the reorganization (merger, accession, division, transformation) or liquidation of the state body is carried out; in the case of transfer of a civil servant to the position of service in local government bodies, during the transfer or delegation of powers and functions from the state body to the local government body; according to the decision of the head of public service in the same state body, including in other district (in other settlement), transfer to the other state body, including in other district (in other settlement), – by the decision of the head of public service in public body from which the civil servant is transferred, and the head of public service in public body to which the civil servant is transferred.

Special attention is paid to the issue of transfer of a civil servant who is suspected of committing a criminal offense. It was found that in the absence of a conviction of the court, which entered into legal force, there are no grounds for termination of public service and dismissal from office. The civil servant shall retain the position of the civil service and the fundamental rights provided for by law, in particular, the right to transfer to an equivalent or lower vacant position to another state body. In addition, the current legislation does not prohibit the transfer of a civil servant suspected of committing a criminal offence to an equivalent or lower vacant position in another state body.

The conclusion is formed that it is not allowed to establish any restrictions on the rights and deterioration of the position of the civil servant in comparison with other employees of this body or institution. In turn, civil servants must comply with the internal regulations and other legislative acts governing the adoption, passage of public service and dismissal from it.

Keywords: transfer, public service, civil servant, competition, local authorities.

ПРАВОВІ АСПЕКТИ ПЕРЕВЕДЕННЯ ДЕРЖАВНИХ СЛУЖБОВЦІВ

Анотація. Розглянуто чинне законодавство з питань державної служби, що регулює переведення державних службовців, проаналізовано чотири підстави, відповідно до яких державний службовець може бути переведений без обов'язкового проведення конкурсу. Насамперед, якщо здійснюється реор-

ганізація (злиття, приєднання, поділ, перетворення) або ліквідація державного органу; в разі переведення державного службовця на посаду служби в органах місцевого самоврядування під час передачі або делегування повноважень і функцій від державного органу до органу місцевого самоврядування; за рішенням керівника державної служби в тому самому державному органі, у тому числі в іншій місцевості (в іншому населеному пункті), переведення в іншому державному органі, у тому числі в іншій місцевості (в іншому населеному пункті), — за рішенням керівника державної служби в державному органі, з якого переводиться державний службовець, та керівника державної служби в державному органі, до якого переводиться державний службовець.

Особливу увагу приділено питанню переведення державного службовця, який є підозрюваним у вчиненні кримінального правопорушення. З'ясовано, що у зв'язку з відсутністю обвинувального вироку суду, який набрав законної сили, відсутні підстави для припинення державної служби та звільнення із займаної посади. За державним службовцем зберігається посада державної служби та основні права, передбачені законом, зокрема, право на переведення на рівнозначну або нижчу вакантну посаду до іншого державного органу. Окрім того, чинним законодавством не встановлено заборони на переведення державного службовця, який є підозрюваним у вчиненні кримінального правопорушення, на рівнозначну або нижчу вакантну посаду до іншого державного органу.

Сформовано висновок, що не допускається встановлення будь-яких обмежень прав і погіршення становища державного службовця порівняно з іншими службовцями даного органу чи установи. Своєю чергою, державні службовці повинні дотримуватися правил внутрішнього службового розпорядку та інших законодавчих актів, що регулюють питання з прийняття, проходження державної служби та звільнення з неї.

Ключові слова: переведення, державна служба, державний службовець, конкурс, органи місцевого самоврядування.

ПРАВОВЫЕ АСПЕКТЫ ПЕРЕВОДА ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ

Аннотация. Рассмотрено действующее законодательство по вопросам государственной службы, регулирующее переводы государственных служащих, проанализированы четыре основания, согласно которым государственный служащий может быть переведен без обязательного проведения конкурса. Прежде всего, если осуществляется реорганизация (слияние, присоединение, разделение, преобразование) или ликвидация государственного органа; в случае перевода государственного служащего на должность службы в органах местного самоуправления, во время передачи или делегирования полномочий и функций от государственного органа в орган местного самоуправления; по решению руководителя государственной службы в том же государственном органе, в том числе в другой местности (в другом населенном пункте), перевод в другом государственном органе, в том числе в дру-

гой местности (в другом населенном пункте), — по решению руководителя государственной службы в государственном органе, с которого переводится государственный служащий, и руководителя государственной службы в государственном органе, в который переводится государственный служащий.

Особое внимание уделено вопросу перевода государственного служащего, который является подозреваемым в совершении уголовного преступления. Установлено, что в связи с отсутствием обвинительного приговора суда, вступившего в законную силу, отсутствуют основания для прекращения государственной службы и увольнения с занимаемой должности. По государственным служащим сохраняется должность государственной службы и основные права, предусмотренные законом, в частности, право на перевод на равнозначную или низшую вакантную должность в другой государственный орган. Кроме того, действующим законодательством не установлен запрет на перевод государственного служащего, который является подозреваемым в совершении уголовного преступления, на равнозначную или низшую вакантную должность в другой государственный орган.

Сформирован вывод, что не допускается установление каких-либо ограничений прав и ухудшение положения государственного служащего по сравнению с другими служащими данного органа или учреждения. В свою очередь, государственные служащие должны соблюдать правила внутреннего служебного распорядка и других законодательных актов, регулирующих вопросы по принятию, прохождению государственной службы и освобождение от нее.

Ключевые слова: перевод, государственная служба, государственный служащий, конкурс, органы местного самоуправления.

Analysis of the latest scientific research. The issue of transfers of civil servants in the civil service, in the scientific literature is extremely rare, they are little investigated, because according to the current legislation, admission to the civil service is considered in the context of competitive tests, but in the Law of Ukraine “On civil service” there is also the alleged possibility of transfer of civil servants without competitions, which led to scientific interest.

The purpose of the scientific article. The purpose of the article is to highlight the legal aspects of the trans-

fer of civil servants in public authorities and positions in local governments.

Presentation of the main material. The transfer of a civil servant in accordance with the current legislation is the ability to change the position without mandatory competition stipulated by the Law of Ukraine “On civil service” [1].

The law outlines four grounds on which a public servant may be transferred:

- part five of article 22 of the Law of Ukraine “On civil service” states that in the case of reorganization (merger, accession, division, transformation) or

liquidation of a state body, the transfer of a civil servant to an equivalent or lower (with his/her consent) position in a state body to which the powers and functions of such body are transferred, shall be carried out without mandatory competition[1];

- part six of article 22 of the Law of Ukraine “On public service” provides for the possibility of transferring a civil servant to the position of service in local self-government, during the transfer or delegation of powers and functions from the state body to the local self-government body, is carried out without mandatory competition in the case of compliance of his professional competence with the qualification requirements for the relevant position and subject to admission to service for the first time according to the results of the competition[1];

- according to clause 1 of part one of article 41 of the Law of Ukraine “On public service”, on other equivalent or lower vacant position in the same public authority, including in other district (in other settlement), – by the decision of the head of public service;

- according to clause 2 of part one of article 41 of the Law of Ukraine “On public service”, on equivalent or lower vacant position in other public body, including in other district (in other settlement), – by the decision of the head of public service in public body from which the civil servant, and the head of public service in public body to which the civil servant[1] is transferred.

When analyzing the possibility of transferring a civil servant to an equivalent position, it should be understood that in accordance with article 2 of the same law, an equivalent position is a po-

sition of the civil service, belongs to one group of wages, taking into account the jurisdiction of the state body. Thus, the chief specialist that works in structural division of regional public administration, can be transferred to a position of the chief specialist in structural division of regional public administration, similarly the head of structural division of the office of local public administration can be transferred to a position of the chief of staff, the head of independent structural division of the local public administration of the same or similar level of jurisdiction of without obligatory carrying out competition. However, the chief specialist of the structural subdivision of the district state administration cannot be transferred to the position of the chief specialist of the structural subdivision of the regional state administration, since one of the conditions of transfer is not met – the level of jurisdiction of the state body where there is a desire to transfer a civil servant) [2, p. 39].

With regard to the definition of “lower position”, analyzing the norms of the legislation, it can be concluded that the lower position is the position of the public service, which belongs to the lower group of wages. The level of jurisdiction of the public authority is not taken into account. As an example, we can note that the chief specialist of the structural unit of the district state administration (7th group of wages) can be transferred to the position of leading specialist (8th group of wages), specialist (9th group of wages) of the structural unit of the regional state administration, and for example, the head of an independent structural unit of the district state administration (4th group of

wages) can be transferred to the position of deputy head of an independent structural unit of the regional state administration (5th group of wages) [3, p. 49].

I would like to pay particular attention to the transfer of a public servant suspected of committing a criminal offence.

Part one of article 17 of the Criminal Procedure Code of Ukraine provides that a person is considered to be innocent of a criminal offence and may not be subject to criminal punishment until his/her guilt is proved in the manner prescribed by this Code, and established by a guilty verdict of the court that gained legal force. And article 533 of the Criminal Procedure Code of Ukraine provides that the sentence or the judgment which entered into legal force are obligatory for the persons participating in criminal proceedings, and also for all physical and legal entities, public authorities and local governments, their officials and are subject to execution in all territory of Ukraine[4].

According to article 41 of the Law of Ukraine “On civil service”, a civil servant, taking into account his / her professional training and professional competence, may be transferred without obligatory competition to an equivalent or lower vacant position in another state body, including in another locality (in another locality) – by decision of the head of the state service in the state body from which the civil servant is transferred, and the head of the state service in the state body to which the civil servant is transferred. It should be remembered that the translation is carried out only with the consent of the civil servant.

So, considering the data specified above, we consider that in connection with absence of the conviction of the court which entered into legal force, there are no bases for the termination of public service and dismissal from a position. The civil servant shall retain the position of the civil service and the fundamental rights provided for by law, in particular, the right to be transferred to an equivalent or lower vacant position to another state body. In addition, the current legislation does not prohibit the transfer of a civil servant suspected of committing a criminal offence to an equivalent or lower vacant position in another state body.

Since practically there are a number of issues related to the transfer from the position of a civil servant to the position of an official of local self-government, I would like to focus on this aspect. Part one of article 3 of the Law of Ukraine “On civil service” defines that this legal act regulates relations arising in connection with the entry into the civil service, its passage and termination, determines the legal status of a civil servant. According to the letter of the Ministry of Justice of Ukraine dated December 26, 2008 № 758-0-2-08-19 concerning the practice of application of the law in case of conflict, in case of discrepancy between the general and special legal act, the special legal act prevails, if it is not canceled later issued by the general act [5].

Article 83 of the Law of Ukraine “On public service” specifies an exhaustive list of grounds for termination of public service, including: in case of loss of the right to public service or its limitations (article 84 of this Law); in case of termination of appointment to the posi-

tion of public service (article 85 of this Law); on the initiative of a public servant or by agreement of the parties (article 86 of this Law); on the initiative of the subject of appointment (article 87 of this Law); in case of circumstances that have developed independently of the will of the parties (article 88 of this Law); in case of disagreement of the civil servant to perform public service in connection with change of its essential conditions (Art. 43 of this Law); in case of achievement by the public servant of the age of 65 if it is not otherwise provided by the law; in case of application of the ban provided by the Law of Ukraine "About purification of the power" [6]. Also, part three of article 5 of the Law establishes that the provisions of labor legislation applies to civil servants in terms of relations not regulated by this Law of Ukraine "On civil service" [1].

Taking into account the above, a civil servant may be transferred to a position in local self-government bodies only during the transfer or delegation of powers and functions from the state body to the local self-government body, carried out without mandatory competition. It is advisable to note the appointment to the position of public service with the probation period. According to article 35 of the Law of Ukraine "On public service" in the act on appointment the subject of appointment can establish the probation period for the purpose of check of compliance of the public servant with the position with indication of its duration.

At the same time, during the established probation period, the head of the state service analyzes the quality of the execution of orders; compliance with

the deadlines; performance of the total amount of the proposed work, compliance of the civil servant with professional and qualification requirements; understanding of legislative acts and the ability to apply them in practice; ability to organize and plan work; skills of effective communication and ability to work in a team; maintenance and observance in their activities of professional ethics, values and principles of public service, formation of its positive image.

A thorough study of probation period makes it possible to apply it correctly and draw up the decision properly. When appointing a person to the position of public service for the first time the establishment of the probation period is mandatory. The probation periods at appointment to a position of public service are established for a period of up to six months.

It should be noted that the minimum probation period is not regulated by law. Setting a probation period to a public servant, the subject should specify the probation period in the appointment order for the position with the obligatory indication of the term of such probation period [3, p. 67].

The provisions of the Law do not define a list of categories of persons or positions of the civil service, to which such additional condition as the establishment of a probation period cannot be applied when appointing a civil servant.

If the civil servant during the test was absent from work for valid reasons, the probation period shall be extended by the appropriate number of days during which he did not actually perform his/her duties. The continuation of the

probation period under any other conditions would be unlawful even if the public servant consented to such extension. During the test period, the civil servant is subject to the legislation on civil service and labour.

Consequently, it is not allowed to impose any restrictions on his rights and deterioration of the situation in comparison with other employees of this body or institution. In turn, civil servants must comply with the internal regulations and other legislative acts governing the adoption, passage of public service and dismissal from it.

The subject of appointment has the right to dismiss the civil servant from a position before the expiration of the probation period in case of establishment of discrepancy of the public servant to the position on the basis of clause 2 of part one of article 87 of the Law of Ukraine “On public service”. The subject of appointment warns the civil servant about dismissal in writing no later than seven calendar days with indication of the bases of discrepancy with the position [1].

During the probation period, a civil servant may be dismissed from office also on the general grounds provided for by law.

Part six of article 11 of the Law of Ukraine “On civil service” establishes that if the rights of a civil servant established by Law are violated by the head of the civil service by a civil servant of the Supreme body or if these persons created obstacles to the exercise of the rights of a civil servant, he/she may file a complaint indicating the facts of violation of his rights or obstacles to their implementation directly to the central executive body, which ensures the for-

mation and implementation of state policy in the public service. That is, the appeal of the decision on dismissal for non-compliance of the civil servant to the position during the probation period is carried out.

It should be noted that a public servant who has been tested to verify his or her suitability for the position may be transferred to another equivalent or inferior position if the professional competence of such person meets the requirements of the candidate for the position. In case of transfer, a civil servant is no longer considered to have taken up the position of civil service for the first time, and therefore the probation period after transfer to another position of public service is not mandatory.

Today, our legislation provides that the appointment of a civil servant is carried out indefinitely, but there are other cases, also defined at the level of the law. A fixed-term employment contract may be concluded only in cases where the employment relationship cannot be established for an indefinite period. Article 34 of the Law of Ukraine “On civil service” determines that the fixed-term appointment is carried out in the case of [1]:

- appointments to the public service of category “A” — for five years, unless otherwise provided by law, with the right to re-appointment for another term or the next transfer to an equivalent or lower position to another public authority;
- replacement of the position of public service for the period of absence of the public servant behind who according to the legislation saves the position of public service.

If the employment contract in the cases provided by the Law of Ukraine “On public service” is concluded for a certain period, to define the last day of the period one should be guided by article 2411 of the Labor Code[7]. According to it, the term calculated in years expires in the corresponding month and the date of the last year of the term; the term calculated in months, expires in the corresponding date of the last month of the term. If the end of the period falls on such a month without a corresponding date, the period shall expire on the last day of that month; if it is calculated in weeks, it shall expire on the corresponding day of the week; the terms determined by days shall be calculated from the day following the day on which the term begins. If the last day of the term falls on a holiday, weekend or non-working day, the day of the end of the term is the next working day.

Admission of a person to the position of public service for a certain period is carried out on the general conditions of admission to the public service. Admission to the civil service is carried out by appointing a citizen of Ukraine to the position of public service according to the results of the competition. A person who takes office in the public service for the first time, acquires the status of a public servant from the date of public oath of public servant, and for a person appointed to the position of public service again – from the date of appointment. When appointing a person to the position of public service for the first time the establishment of the probation period is mandatory. It is not allowed to appoint to the position of public service a person who will be directly subordinated to a close person or

to whom close persons will be directly subordinated. In the document on appointment to the position of public service for a specified period, the period of appointment must be specified.

A civil servant is allowed to perform duties under a fixed-term employment contract, after the issuance of the administrative act of the employer on employment and notification of the territorial body of the state fiscal service in accordance with the resolution of the Cabinet of Ministers of Ukraine dated June 17, 2015 № 413[8].

Civil servants employed under a fixed-term employment contract are subject to the rights defined by the Law of Ukraine “On civil service” [1]:

1) the right to annual leave, as well as all other types of leave, including annual additional, all types of social leave, additional leave in connection with training, leave without pay, etc., provided by the Law of Ukraine “On holidays” [9];

2) transfer, change of essential working conditions, application of incentives and disciplinary sanctions;

3) the right to temporary disability benefit.

Civil servants accepted to a position of public service for a certain term have labor books the records in which are kept. In this case, the record of employment should not contain instructions on the term of the employment contract. The dismissal of a civil servant is formalized by an administrative act of the employer and does not require an application of the employee. On the day of dismissal, the employee is issued a completed work book, as well as a copy of the administrative act on dismissal upon his request.

If necessary, a civil servant employed under a fixed-term employment contract may be transferred to another position or job. But it should be noted that the employment contract with a civil servant remains fixed-term, if the position or work to which he/she is transferred, also provides for the conclusion of a fixed-term employment contract. Otherwise, the employment contract will be indefinite.

Summary. This scientific article considers all possible legal grounds for the transfer of civil servants and provides examples of such transfers. The attention is focused on the transfer to the local authorities, during the transfer or delegation of powers and functions from the state body to the local government, carried out without mandatory competition. Also, the scientific article clearly highlighted the possibility of transfers of civil servants, who were provided a probation period for admission to the civil service. The conclusion was made that it is not allowed to establish any restrictions on the rights and deterioration of the position of the civil servant in comparison with other employees of this body or institution. In turn, civil servants must comply with the internal regulations and other legislative acts governing the employment, passage of public service and dismissal from it.

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STATE FINANCIAL SUPPORT PROSPECTS FOR INLAND WATERWAYS UPGRADING TO INCLUDE THE RIVER TRANSPORT IN A MULTIMODAL TRANSPORT SYSTEM

Abstract. The article states that the system of multimodal transport belongs to the strategic sectors of the national economy and is a significant component of the Ukraine's infrastructure capacities. It is stressed that Ukraine, having an extensive river network, had occupied outsider positions among the European countries with the smallest share of river transport. It is proved that the development of multimodal transport in Ukraine requires the priority solution of a number of internal problems, in particular, improvement of the existing and development of a new legislative framework on financial support for the upgrading of inland waterways in order to include river transport in the system of multimodal transport. The gaps of the Draft Law of Ukraine "On Inland Water Transport" as of 07.09.2018 № 2475a-d and other regulatory legal acts on regulation of multimodal transport were identified. The need to amend the tax and budget laws of Ukraine, as well as the relevant government regulations on the excise taxa-

tion for refueling of river boats, is substantiated. The amendments to the Law of Ukraine “On the Sources of Financing of Road Sector of Ukraine” concerning improvement of the mechanism for financing of the road sector as of 17.11.2016 № 1762-VIII are considered as a vivid example of finding alternative sources of financial support for the inland waterways upgrading. The Article offers various options for the alternative financial support for the inland waterways upgrading for the integration of inland water transport into the system of the Trans-European Transport Network (TEN-T) and the inclusion of river transport into the system of multimodal transport.

Keywords: inland water transport, inland waterways, multimodal transport of goods.

ДЕРЖАВНІ ПЕРСПЕКТИВИ ФІНАНСОВОЇ ПІДТРИМКИ ВІДНОВЛЕННЯ ВНУТРІШНІХ ВОДНИХ ШЛЯХІВ ЗАДЛЯ ВКЛЮЧЕННЯ РІЧКОВОГО ТРАНСПОРТУ В СИСТЕМУ МУЛЬТИМОДАЛЬНИХ ПЕРЕВЕЗЕНЬ

Анотація. Констатовано, що система мультимодальних перевезень належить до стратегічних галузей національної економіки та є ваговою складовою інфраструктурного потенціалу України. Наголошено, що Україна, маючи розгалужене річкове покриття, донині займає аутсайдерські позиції серед європейських країн із найменшою часткою перевезень річками. Доведено, що розвиток мультимодальних перевезень в Україні потребує на першочергове вирішення низки внутрішніх проблем, зокрема, вдосконалення існуючої та розробки нової законодавчої бази з питань фінансового забезпечення відновлення внутрішніх водних шляхів задля включення річкового транспорту до системи мультимодальних перевезень. Наголошено на прогалинах Проекту Закону України “Про внутрішній водний транспорт” від 09.07.2018 р. за № 2475а-д та інших нормативно-правових актів з питань регулювання мультимодальних перевезень. Обґрунтовано доцільність внесення змін та доповнень до податкового та бюджетного законодавства України, а також до супроводжуючих їх нормативно-правових актів у частині оподаткування акцизним податком палива для заправки річкових суден. Розглянуто внесені зміни до Закону України “Про джерела фінансування дорожнього господарства України” щодо удосконалення механізму фінансування дорожньої галузі” від 17.11.2016 р. за № 1762-VIII, як яскравий приклад пошуку альтернативних джерел фінансового забезпечення відновлення внутрішніх водних шляхів. Запропоновано варіанти альтернативного фінансового забезпечення відновлення внутрішніх водних шляхів задля інтеграції внутрішнього водного транспорту до системи транс’європейської транспортної мережі TEN-T та включення річкового транспорту до системи мультимодальних перевезень.

Ключові слова: внутрішній водний транспорт, внутрішні водні шляхи, мультимодальні перевезення вантажів.

ГОСУДАРСТВЕННЫЕ ПЕРСПЕКТИВЫ ФИНАНСОВОЙ ПОДДЕРЖКИ ВОССТАНОВЛЕНИЯ ВНУТРЕННИХ ВОДНЫХ ПУТЕЙ РАДИ ВКЛЮЧЕНИЯ РЕЧНОГО ТРАНСПОРТА В СИСТЕМУ МУЛЬТИМОДАЛЬНЫХ ПЕРЕВОЗОК

Аннотация. Констатируется, что система мультимодальных перевозок принадлежит к стратегическим отраслям национальной экономики и является весомой составляющей инфраструктурного потенциала Украины. Отмечено, что Украина, имея разветвленное речное покрытие, до сих пор занимает аутсайдерские позиции среди европейских стран с наименьшей долей перевозок реками. Доказано, что развитие мультимодальных перевозок в Украине требует решения ряда внутренних проблем, в частности, совершенствования существующей и разработки новой законодательной базы по вопросам обеспечения восстановления внутренних водных путей для включения речного транспорта в систему мультимодальных перевозок. Отмечено недоработки проекта Закона Украины “О внутреннем водном транспорте” от 09.07.2018 г. № 2475а-д и других нормативно-правовых актов по вопросам регулирования мультимодальных перевозок. Обоснована целесообразность внесения изменений и дополнений в налоговое и бюджетное законодательство Украины, а также в сопровождающие их нормативно-правовые акты в части налогообложения акцизным налогом топлива для заправки речных судов. Рассмотрены возможности внесения изменений в Закон Украины “Об источниках финансирования дорожного хозяйства Украины” относительно совершенствования механизма финансирования дорожной отрасли” от 17.11.2016 г. № 1762-VIII, как яркий пример поиска альтернативных источников финансового обеспечения восстановления внутренних водных путей. Предложены варианты альтернативного финансового обеспечения восстановления внутренних водных путей для интеграции внутреннего водного транспорта в систему трансъвропейской транспортной сети TEN-T и включения речного транспорта в систему мультимодальных перевозок.

Ключевые слова: внутренний водный транспорт, внутренние водные пути, мультимодальные перевозки грузов.

Problem statement. Transport of goods through the inland waterways (hereinafter – IWT) is one of the cheapest and most environmentally friendly types of freight worldwide, but Ukraine, with its extensive river network, is an outsider among the European countries with the smaller share of river transport – less than 1 %. The reason for this is, first of all, the lack of an

efficient financial support mechanism for inland waterways upgrading (hereinafter – IWW), which led to a reduction of shipping routes by almost half – from 4 thousand km in 1992 to 2,1 thousand km in 2017 and to a reduction of the length of waterways with guaranteed depths – from 3,1 thousand km to 1,2 thousand km, respectively. So, today many important parts of the lon-

gest and biggest rivers and most of the small rivers are unsuitable for shipping due to their insufficient depths. There is also concern over river gateways, most of which operate at the limit of their lifetime. Long-lasting underfunding (for more than 20 years) [1] has led to this situation.

Consequently, it is useless to talk about the inclusion of river transport in the system of multimodal transport without solving the issues of financial support for the IWW upgrading and ensuring the proper technical condition of hydraulic engineering and engineering structures of water transport facilities (gateways).

Recent research and publications overview. The challenges coming from the inclusion of river transport in the multimodal transport system are widely discussed in the scientific and business environments, in particular, in the works of such researchers as O. Goncharuk, A. Zharikov, Y. Dubnevich, Y. Makhova, M. Makhailichenko and others. However, despite significant scientific developments on multimodal transport, the issues of financial support for the restoration of the IWW and the provision of the proper technical condition of hydraulic and engineering structures of water transport facilities (gateways) remain unresolved.

It is extremely important to solve them in order to ensure the balance of transport systems and further development of multimodal transport.

The purpose of this Article is to find innovative solutions for improving financial support for the inland waterways upgrading and to ensure the proper technical condition of hydrotechnical and engineering structures of water

transport facilities (gateways) in order to include Ukraine's river transport network in the multimodal transport system.

Presenting key information. Ukraine has ratified the European Agreement on Main Inland Waterways of International Importance (AGN) as of 19.01.1996 and took on a number of commitments on the development of the IWW, in particular regarding the drafting of a river transport development strategy in cooperation with the EU, based on national transport policy, the entry of Ukrainian sections of the Dnipro and Danube rivers into the system of trans-European transport network TEN-T; the inclusion of river transport in the multimodal transport system and a network of priority transport routes, the implementation of European rules on inland water transport into the national legislation [2]. The grounds for compliance with Ukraine's commitments were the adoption of the Draft Law of Ukraine "On Inland Water Transport", which was to prioritize the search for alternative sources of funding for IWT and the maintenance of inland waterways, and navigation safety, the maintenance of locks and their reconstruction.

However, since early 2015, the draft law is under revision, so the listed issues are still not resolved. Consequently, in the future, financing of the IWW development, the stream bed degradation and the maintenance of river gateways will be listed in the budget. But, for the current decades of budget deficit, in the long term, one should expect only the complication of the situation.

One of the good examples of attempts to find the alternative sources

of financial support for the IWW upgrading is the adoption of the Law of Ukraine “On Amendments to the Budget Code of Ukraine on Improving the Mechanism of Financial Support of the Road Industry” of 17.11.2016 № 1763-VIII (hereinafter — the Law № 1763-VIII) [3] and the Amendments to the Law of Ukraine “On Sources of Financing of the Road Industry of Ukraine” on improvement of financing mechanism for the road sector as of 17.11.2016 № 1762-VIII [4], which establishes the State Road Fund (hereinafter — SRF) within the national budget for the financing of works related to construction, reconstruction, and repair of public roads.

The sources of SRF are: excise tax on fuel and vehicles imported into Ukraine and imported into the customs territory of Ukraine, import duty on petroleum products and vehicles and tires for them (in 2018 — 50 %, in 2019 — 75 %, starting from 2020 — 100 %), etc. Most of the SRF’s funds, namely 95 %, are intended for the development of the network and maintenance of public highways (principal roads — 60 %, local roads — 35 %) and execution of debt obligations, borrowed by the state on the development of the network of highways of the general use, 5 % — for financial provision of measures for ensuring road safety in accordance with the state programs [5].

Thus, financing of works related to the construction, reconstruction, repair and maintenance of public roads is currently carried out at the expense of the excise tax on fuel.

The first impressions regarding the adoption of Law № 1763-VIII are very encouraging as the government

has made some positive developments in addressing the issues of multimodal transport development, but with a detailed study of the amendments on the excise tax for fuel, we have the opportunity to ascertain that IWW suffer as a result of these changes, precisely because of:

- a high share of excise taxes on the cost of freight and passenger transport by IWW;
- the lack of targeting the river excise tax on the restoration of the IWW;
- expansion of sources of financing for the development of IWW competitors, in particular, road transport;
- no balance of cargo flows by different modes of transport.

So, we are convinced that fuel excise duties on refueling of river and sea vessels should be directed at the restoration and the development of the IWW, and, therefore, to intensify its share in multimodal transport. However, the Ministry of Infrastructure of Ukraine did not support such a proposal, and therefore the IWT is still suffering from the changes introduced to Law № 1762-VIII.

Let’s return to the consideration of the long-awaited Draft Law “On Inland Water Transport”. Nowadays, in addition to the law itself, the Parliament has submitted a number of its alternatives, namely:

- the Draft Law № 2475a as of August 4, 2015 (revised) as the main one [6];
- the Draft Law № 2475a-3 as of June 16, 2017 (revised) as an alternative [7];
- the Draft Law № 2475a-4 as of March 7, 2018, submitted for consideration as an alternative one, included in

the agenda of the session of the Verkhovna Rada of Ukraine 2679-VIII as of 02.07.2019 [8];

- the Draft Law № 2475a-d as of September 9, 2018, submitted for consideration as an alternative one, included in the agenda of the session of the Verkhovna Rada of Ukraine 2679-VIII as of 07.02.2019 [9].

The latest draft № 2475a-d takes into account certain provisions of the drafts № 2475a-3 and № 2475a-4. In particular, it excludes provisions for the collection of river taxes; it is envisaged to carry out coastal traffic by vessels under the Ukrainian flag and to prohibit access to inland waterways of vessels flying the flag of an aggressor state; certain tax privileges for IWT carriers have been defined, etc. However, in our opinion, the implementation of the listed measures will not solve the issue of financial support for the recovery of the IWW [2].

There is no solution to financing the proper technical condition of hydraulic engineering and engineering structures of water facilities (gateways). Currently, there are six navigable gateways operated by the Ukrvodshlyakh (a.k.a. Ukrainian Water Ways) State Enterprise. Their deterioration level varies from 43,5 % (Kaniv Gateway) to 70,6 % (Kakhovka Gateway). At each of the six gateways, there are about 20 facilities evaluated as “unsuitable for regular operation” or “in a critical condition”. In addition, since 1992, the three-chamber gateway of the Zaporizhzhya RSG has been completely decommissioned for radical reconstruction, the works on which, due to lack of funding, were suspended in 2004. The cost of reconstruction in price rates of 1997

was UAH26.9 million. According to the Ukrvodshlyakh State Enterprise, after the project-budget documentation carried out in 2016, the works amounted to UAH 184,9 million, that is, 7 times more [5].

Until now, the state budget should have financed the repair of gateways. However, as a result of the budget deficit and hence the lack of funding as established by the audit of the effectiveness of using budget funds and state property in support of the operational safety of navigable gateways and inland waterways conducted by the Accounting Chamber in 2017, over the last years major repairs have been made only in two gateways: in 2016 – in Kremenchug for the amount of UAH 13234 thousand (financial assistance and own funds), in 2017 in Dneprodzerzhinsk – UAH 1271,0 thousand (EU funds). Budget funds for the purpose of CPCRS 3101210 were not allocated from the budget [5].

The Draft Law “On Inland Water Transport” № 2475a as of 04.08.2015 (revised) submitted to the Parliament for consideration provides:

- maintenance of river waterways with the funds of the state budget, river tax, channel fee, etc.;

- maintenance and repair of hydro-technical and engineering structures of water transport facilities (gateways), their reconstruction, protection and use for passage of vessels by owners of hydroelectric structures (HES) [6].

However, it is quite difficult to accept these provisions, as:

- first, owners of all hydroelectric power plants of the Dnipro cascade and smaller ones are private hydropower generating companies;

- navigable gateways are non-core assets of hydropower generating companies, since they do not participate in the production of basic products;

- the reliance on hydropower generating companies to retain gateways will be accompanied by negative socio-economic impacts on the population due to rising electricity tariffs.

Therefore, we think that the creation of adequate financial support for the restoration of the IWW, the integration of the IWT into the TEN-T and the development of multimodal transport is possible by one of the following options:

- the first, which provides for amendments to the Draft Law of Ukraine № 2475a-d, as well as to the budget legislation on financial support for the restoration of the IWW, the provision of the proper technical condition of hydraulic and engineering structures of water transport facilities (gateways) and the development of the

IWT by redistributing excise taxes on fuel between the State Road Fund and the Ukrvodshlyakh State Enterprise in proportion to the volumes of fuel consumed (Fig. 1).

We consider it necessary to emphasize that both under this option of the IWW financial support and under the following one, it is proposed to take into account the changes envisaged by the draft № 2475a-d, since in the opinion of the vast majority of scientists and practitioners, it is most optimal one as it has taken into account the interests of all participants in the process: representatives of the industry, business, users of river transport services, the state. It will allow harmonious development of the river transport market as competitive, transparent, accessible to anyone who has intentions and opportunities to access it, while not ruining the environment and damaging the rivers. It is able to give the state another operating mode of transport, and there-

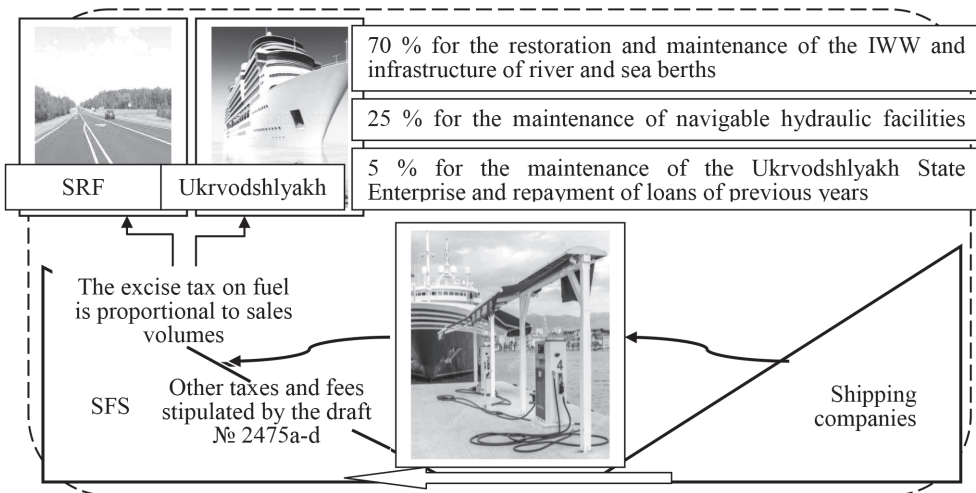


Fig. 1. Option 1: financial support for the restoration and maintenance of inland waterways for the inclusion of river transport in the multimodal transport system
 Source: [author's vision]

fore, to ensure the integration of inland water transport into the system of the TEN-Ts and include the IWT into the multimodal transport system [10];

- the second option involves amending the Draft Law № 2475a-d, as well as the budget legislation on financial support for the restoration of the IWW and the IWT development allocating the excise tax on sales of fuel for refueling of river and sea vessels directly to the Ukrvodshlyakh State Enterprise and its temporary dismissal from payment of land tax, which will allow distributing the accumulated (excise tax) and released funds (from the payment of land tax) as follows (Fig. 2).

The issue of exclusion from the land tax objects list of land sites used by the Ukrvodshlyakh State Enterprise for the fulfillment of state functions for the creation of safe navigable conditions on public river routes should be taken into account as for use of land sites during 2015–2016 years and for 5 months

of 2017 the State Enterprise had paid a land tax amounting to UAH 9762,2. According to the results of the Ukrvodshlyakh appeals to the heads of local administrations, only Kyiv Navigable Gateway was exempted from payment of land tax starting from 01.03.2017.

The last option, which provides for amending article 292 of the Tax Code of Ukraine on the exemption from taxation of excise tax on fuel for refueling of river vessel, will reduce operating costs and direct the released part of the profits to the reconstruction of the IWW, provide the proper technical state of hydraulic and engineering water transport facilities (gateways), develop the IWT, and consequently multimodal transport (see Fig. 3).

It should be emphasized that the main activities of the Ukrvodshlyakh State Enterprise include extraction and sale of soil from dredging and the sand-washing. At the same time, in ac-

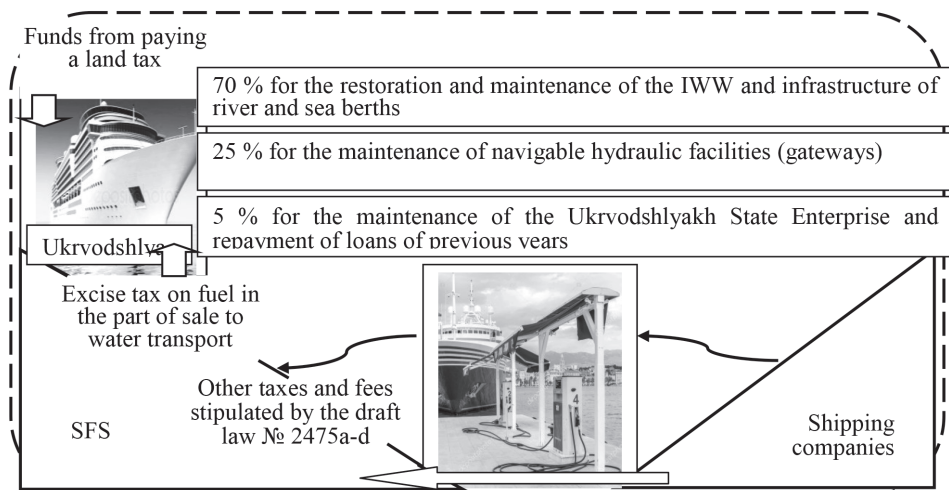


Fig. 2. Option 2: financial support for the restoration and maintenance of inland waterways for the inclusion of river transport in the multimodal transport system
 Source: [author’s vision]

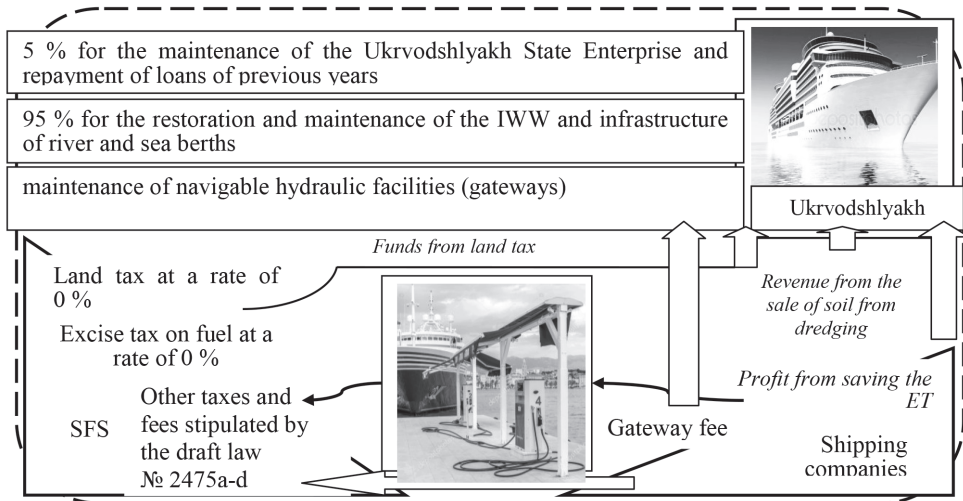


Fig. 3. Option 3: financial support for the restoration and maintenance of inland waterways for the inclusion of river transport in the multimodal transport system
 Source: [author's vision]

cordance with Clause 1.3.7 of the Accounting Policy of the Ukrvodshlyakh State Enterprise, the soil extracted during dredging to ensure the safety of navigation within inland waterways of Ukraine is considered as waste, the use of which is not foreseen by the production process. This kind of soil is not recognized as an asset; its analytical and synthetic accounting is not carried out. This creates preconditions for corrupt practices by officials: illegal sale of soil in the interests of unauthorized persons in the form of waste [5]. So, according to the fifth article of the Law of Ukraine “On Accounting and Financial Reporting in Ukraine” as of 16.07.1999, № 996, it is considered necessary to include revenues from the extraction and sale of the soil from dredging or sand-washing as alternative sources of funding for the restoration of the IWW and the development of the IWT.

The introduction of any of the proposed options will ensure Ukraine's

compliance with its obligations under the Strategy for the Development of River Transport in Cooperation with the EU, the IWW upgrading and the development of the IWT within the multimodal transport system.

Conclusions and suggestions. The introduction of amendments to the Draft № 2475a-d, the budget and tax legislation, as well as related regulatory acts, will solve the problems associated with the financial support for the restoration of the IWW and ensure the proper technical condition of the hydrotechnical and engineering waterway facilities (gateways), integration of Ukraine's IWT into the TEN-T network, and the development of multimodal transport.

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STRUCTURE OF EDUCATIONAL ORGANIZATION AS A MANAGEMENT OBJECT

Abstract. The article is devoted to the analysis of the essence and content of the structure of the educational organization. The educational institution as an object of management, as well as conceptual approaches to the construction of the organizational structure and management structure of the educational institution are considered. Modeled organizational structure and structure of the institution. It is determined that the management of modern educational institutions should be based on methodological principles as a system of provisions based on a clear understanding of laws, laws, principles, and the use of diverse approaches as a combination of methods, methods for addressing managerial problems that more fully provide the theoretical basis of management. It is substantiated that an educational institution is an organization that continuously and continuously carries out the educational process with the aim of studying, upbringing, developing and self-improvement of the individual. The educational institution is a link of the educational system and the institutional basis of pedagogy. It is proved that the structure of management of an educational institution is due to its structure and is complex. The complexity is determined by objective factors – size, object, differentiated directions of work, etc. So in the organizational structure of a comprehensive educational institution there are three levels: the director, deputy directors, heads of methodological associations, psychologists, social educators,

organizers of educational work. Some scholars highlight the fourth level to which the bodies of class and school self-government refer to to emphasize the subject-subject connections. But the leaders of methodological associations work mostly on a voluntary basis, and the functions of psychologists, social educators, organizers of educational work are only partially managerial, student self-government is guided by the three previous levels. Therefore, in fact, the management function is performed by the director and his deputies with the delegation of authority to other members of the team. This kind of control is called linear, and the director and his deputies are linear leaders.

Keywords: educational institution, conceptual approaches, educational organization, organizational structure, object of management.

СТРУКТУРА ОСВІТНЬОЇ ОРГАНІЗАЦІЇ ЯК ОБ'ЄКТ УПРАВЛІННЯ

Анотація. Стаття присвячена розгляду аналізу та сутності, змісту структури освітньої організації. Розглянуто навчальний заклад як об'єкт управління, а також концептуальні підходи до побудови організаційної структури та структури управління навчальним закладом. Змодельовано організаційну структуру та структуру навчального закладу. Визначено, що управління сучасними навчальними закладами має ґрунтуватися на методологічних засадах як системі положень, в основі яких лежить чітке розуміння законів, закономірностей, принципів, на використанні різноманітних підходів як сукупності способів, прийомів розгляду управлінських проблем, які повніше забезпечують теоретичну основу управління. Обґрунтовано, що навчальний заклад — це організація, що на постійній і безперервній основі здійснює освітній процес з метою навчання, виховання, розвитку і самовдосконалення особистості. Навчальний заклад є ланкою системи освіти та інституційною основою педагогіки. Доведено, що структура управління навчальним закладом обумовлена його структурою і є складною. Складність зумовлюється об'єктивними чинниками — розміром, об'єктом, диференційованими напрямками роботи тощо. Так, в організаційній структурі загальноосвітнього навчального закладу виділяються три рівні: директор, заступники директора, керівники методичних об'єднань, психологи, соціальні педагоги, організатори виховної роботи. Деякі вчені виділяють четвертий рівень, до якого відносять органи класного і шкільного самоврядування, щоб підкреслити суб'єкт-суб'єктні зв'язки. Але керівники методичних об'єднань працюють здебільшого на громадських засадах, а функції психологів, соціальних педагогів, організаторів виховної роботи є тільки частково управлінськими, учнівське самоврядування скероване трьома попередніми рівнями. Тому фактично управлінська функція виконується директором і його заступниками з делегуванням повноважень іншим членам колективу. Такий тип управління називається лінійним, а директор і його заступники лінійними керівниками.

Ключові слова: навчальний заклад, концептуальні підходи, освітня організація, організаційна структура, об'єкт управління.

СТРУКТУРА ОБРАЗОВАТЕЛЬНОЙ ОРГАНИЗАЦИИ КАК ОБЪЕКТ УПРАВЛЕНИЯ

Аннотация. Статья посвящена рассмотрению анализа и сущности, содержания структуры образовательной организации. Рассмотрено учебное заведение как объект управления, а также концептуальные подходы к построению организационной структуры и структуры управления учебным заведением. Смоделирована организационная структура и структура учебного заведения. Определено, что управление современными учебными заведениями должно базироваться на методологических принципах, на системе положений, в основе которых лежит четкое понимание законов, закономерностей, принципов, на использовании различных подходов как совокупности способов, приемов рассмотрения управленческих проблем, которые полнее обеспечивают теоретическую основу управления. Обосновано, что учебное заведение — это организация, которая на постоянной и непрерывной основе осуществляет образовательный процесс с целью обучения, воспитания, развития и самосовершенствования личности. Учебное заведение является звеном системы образования и институциональной основой педагогики. Доказано, что структура управления учебным заведением обусловлена его структурой и является сложной. Сложность определяется объективными факторами — размером, объектом, дифференцированными направлениями работы и тому подобное. Так, в организационной структуре общеобразовательного учебного заведения выделяются три уровня: директор, заместители директора, руководители методических объединений, психологи, социальные педагоги, организаторы воспитательной работы. Некоторые ученые выделяют четвертый уровень, к которому относят органы классного и школьного самоуправления, чтобы подчеркнуть субъект-субъектные связи. Но руководители методических объединений работают в основном на общественных началах, а функции психологов, социальных педагогов, организаторов воспитательной работы являются только частично управленческими, ученическое самоуправление направлено тремя предыдущими уровнями. Поэтому фактически управленческая функция выполняется директором и его заместителями с делегированием полномочий другим членам коллектива. Такой тип управления называется линейным, а директор и его заместители линейными руководителями.

Ключевые слова: учебное заведение, концептуальные подходы, образовательная организация, организационная структура, объект управления.

Formulation of the problem. The effective functioning of any educational system depends on its management. The urgency of the problem of improving the management of educational organizations has recently become due

to significant changes in the political and socio-economic life of society. It became obvious that the management, which is based on traditional principles, does not meet the requirements of the present and requires immediate reor-

ganization. Moreover, a number of objective scientific research and practical activities have proved that the preservation of anachronistic approaches in the management of educational systems is the main reason for the slow pace of their reform and adaptation to the requirements of the present, the need for the use of the theory and practice of educational management is essential [1].

Analysis of recent publications on research issues. The problem of modern educational management has different aspects and has always been the subject of study of many Ukrainian and foreign scholars, including G. Dmitrenko, G. Yelnikov, I. Zyazun, V. Kremen, V. Lugovy, V. Madzigon, V. Maslov, N. Nichkalo, V. Oliynyk, M. Potashnik, T. Shamov, I. Likarchuk and others.

Today, in the scientific literature from the point of view of educational management, the theoretical foundations of scientific management education are thoroughly presented, on the basis of which one should consider the development of educational systems, the quality of education, the system for managing education development, the system-targeted management of educational institutions, the theoretical foundations and technologies of pedagogical education, theoretical the basis of continuing education, etc. [2].

Formulation of goals (goals) of the article – analysis of the essence, content of the structure of educational organization.

Presenting main material. Educational management is considered as a specific type and art of management activity, which includes a set of principles, methods, organizational forms and technological methods of management

of educational systems of various types and types, aimed at their formation, effective functioning and development [3].

On this basis, attention should be paid to optimizing the structure of educational institutions as the most stable form of their existence.

From our point of view, for the correct and thorough solution of the problems of modern educational institutions, it is worthwhile, including focusing on considering the structure of the educational organization as an object of system management. Effective solution of the questions of constructing the structure of a modern educational institution will give an opportunity to influence the specifics of its management. It should be noted that the issue of the structure of the educational organization as one of the objects of management is not enough attention in the theory of educational management.

Management of modern educational institutions should be based on methodological principles as a system of provisions based on a clear understanding of laws, laws, principles, and the use of diverse approaches as a combination of methods, techniques for addressing managerial problems that more fully provide the theoretical basis of governance [4].

Concept-management in our time is used by numerous sciences. But the content of this concept is largely determined by the specifics of the object being studied. Yes, it is right to speak about the management of technical devices, machines, the management of biochemical processes in living organisms, and the management of social processes [5].

In this regard, the question naturally arises: what is common for the management of any processes, regardless of the framework within which the system, biological or social, they develop? The answer to it gives the possibility of cybernetics, which characterizes management as “the ability of holistic dynamic entities to carry out a purposeful rearrangement of their organisms in accordance with changes in the conditions in the internal and external environment of their existence” [6]. This reorganization takes place by processing the information circulating on the principle of direct and feedback between the control device and the managed system. Thanks to management, one or another system not only maintains its integrity, but also optimizes its functioning.

Management as an integral part of the educational system of the educational institution, its system-forming ambush, has an objective nature, but according to the mechanism of implementation — this is a subjective process. It can be mostly intuitive or rely on the theoretical foundations of science. In this regard, it is extremely important to determine how the relationship between practice and management theory [7].

Educational institution is an organization that continuously and continuously carries out an educational process for the purpose of studying, upbringing, developing and self-improvement of the individual. The educational institution is a link of the educational system and the institutional basis of pedagogy.

The structure of management of an educational institution is due to its structure and is complex. The complexity is determined by objective fac-

tors — size, object, differentiated directions of work, etc. So in the organizational structure of a comprehensive educational institution there are three levels: the director, deputy directors, heads of methodological associations, psychologists, social educators, organizers of educational work. Some scholars highlight the fourth level to which the bodies of class and school self-government refer to to emphasize the subject-subject connections. But the leaders of methodological associations work mostly on a voluntary basis, and the functions of psychologists, social educators, organizers of educational work are only partially managerial, student self-government is guided by the three previous levels. Therefore, in fact, the management function is performed by the director and his deputies with the delegation of authority to other members of the team. This kind of control is called linear, and the director and his deputies are linear leaders.

In this context, E. M. Khrikov notes that for the structure of the management of a comprehensive school characterized by the presence of a significant number of collegial bodies: the pedagogical council, the board of schools, scientific methodological council, the board of trustees, council of senior pupils, councils of clubs, museums. Each of these bodies performs certain managerial functions. An important task of the head of the school is to promote the clear definition and implementation of these functions.

It should be noted that another link of the control subsystem of the school is a collegial body — a certification committee, which has a rather narrow specialization, solves the issue of at-

testation of teaching staff, regulated by relevant documents and is aimed at self-development and self-improvement of teachers. Involving collegial bodies in solving management tasks is a step towards self-management and self-organization that is characteristic of the system.

One of the links in the management is work with personnel. This work is key. Its main component is the development of human resources, increasing the efficiency of work on the basis of a comprehensive, continuous, diversified personality development. In recent years, the staffing of schools has been replenished by psychologists, social educators, and deputies from scientific and methodological work, which testifies to the transition of educational institutions to a qualitatively new level.

Currently, a person-oriented management model is quite effective in Ukraine, according to which an educational institution is considered as a system integrity. The system management of an educational institution is to understand the organization as a whole. It is necessary to manage simultaneously the whole structure. Delegation of the head of his authority; the participation of subordinates in decision making, when everyone feels that he has direct relation to the management of an educational institution; Awareness of subordinates is an important part of the system. Nowadays, in the context of educational reform, it is important for a school head to be able to plan, systematically build management activities. For this, the head of the educational institution must know what students, teachers, parents and, ultimately, society want [8].

When developing a management system, it is important to put the management flexibility at the forefront, which manifests itself in the mandatory agreement when making managerial decisions. We make any decisions, show solidarity with all members of the team. This is an indication that the administrative activity of the administration of an educational institution is based on the principles of democracy.

The second important point is decentralization, that is, the strengthening of the division of responsibility and the distinction between collegial and administrative management. It is impossible today to completely abandon administrative management and replace it with a collegiate one, because the initiative of the head of the educational institution is too important and it is very important that it meets the interests of the subordinates. No matter how creative the team was, it needs an administrator, leader, creator, leader.

The next priority is the reorientation of the activity of the educational institution to meet the needs of parents, students and educators. The study of these needs is carried out through questionnaires, interviews, and individual work.

Another stage in the modernization of management is the focus on the result; continuous processing of information; readiness to predict the result when making non-traditional decisions.

The use of managerial innovation technologies is justified on the current stage of management of an educational institution. I. Y. Kovalenko refers to the management innovative technologies of modern economic, psychological, diagnostic, information technologies,

which create conditions for prompt and effective acceptance by the manager of a managerial decision.

Features of the organizational structure and management structure are determined by the type of educational institution. The main components of the management structure of an educational institution include: collegial management bodies; administration; bodies of public self-government.

Organizational structure of a comprehensive educational institution is determined by the tasks facing the sphere of general secondary education, and contains the following components: elementary, basic, senior school. These components are stable for the structure but are characterized by temporary signs due to changes in the participants of the educational process.

For example, consider the authorities in a general education institution, which, in general, recreate the structure of governing bodies of domestic educational institutions. Their activity allows to take into account the needs of participants in the educational process and optimize the functioning of the institution as a whole. The presence of an extensive structure of administrative bodies in the school requires the organization of their interaction, coordination of the work of all units.

The structure of the governing bodies at the school includes:

- bodies of collegial management of the school (conference, council of the school, pedagogical council, meeting with the director, his deputies);
- school administration (director, his deputies for educational, scientific, educational, methodical, economic work);

- bodies of public self-government (students (school), teachers (trade union committee, methodical council), parents (parent committee)).

The bodies of collective management of the school are the conference, the school board, the pedagogical council, the meeting with the director, and his deputies. Their activities are coordinated according to the needs of the team and the tasks of the school [9].

The conference is the highest collegiate body of public self-government of the school (in small schools – the general meeting of the school staff). The delegates of the conference with the right to vote choose a meeting of students of II and III degrees, a meeting of teachers and other staff, a meeting of parents and representatives of the public in the same amount from each category. The conference approves the charter, makes corrections, develops the directions of school development, increases the efficiency of the educational process, searches for additional funding, and strengthens the material and technical base. If necessary, they create temporary, permanent commissions on different activities of the school, determine their authority. Summoned by the school board once a year.

Board of the school is a body of collective management of school affairs, solving the most important issues concerning the improvement of the educational process. Council boards are selected at a conference or general meeting of the school.

The Board of Directors selects representatives of the pedagogical staff, students of II and III grades, parents (or persons who replace them) and the public. It is headed by a school princi-

pal. At the next election, the board shall be updated at least one third.

The board of the school is engaged in managerial problems, which previously belonged to the sole competence of the director. She implements the decision of the conferences of the school team; represents the interests of the school in state and public bodies, provides social protection of minors; defines content, methods, forms of organization of education and education; sets the school's working conditions; carries out control over the work, conducts the certification of pedagogical workers, makes proposals to the qualification commission on the assignment of teachers to qualification categories; controls the expenditure of budget allocations to the school, forms its own material fund of the school; hears reports on the work of the director, his deputies, teachers, makes proposals for the continuation or termination of their powers; protects school staff and administration from unwarranted interference with their professional and official activities, etc.

Management of modern educational institutions is a complex system with many internal interconnections. Its effectiveness largely depends on the management activities of the school administration, which is based on the correct division of responsibilities of the administration, which includes the director, deputies of educational, educational, scientific, methodological and economic work.

Management of modern educational institutions should be based on theoretical and methodological principles as a system of provisions, based on a clear understanding of the principles of management, the use of various approaches

as a set of methods, techniques, consideration of managerial problems that provide the basis of management.

The analysis of scientific literature on the concept of "management" and "management of educational organization" gives grounds to assert that this complex multifactorial process, which is an integral part of the educational system of the educational institution, its system-forming ambiguity, has an objective nature, but according to the mechanism of implementation there is subjective process[10].

Different approaches to the management of an educational organization are distinguished. Among them we distinguish: procedural, logical-informative, reflexive, synergetic, systemic, innovative.

The management of an educational institution is a consistent and purposeful process, which is cyclical and is formed through functions – specific types of management activities that provide the formation of techniques, methods of managerial influence on the educational sphere. These include analysis, planning, organization, control.

Conclusion. The educational institution as an object of management is considered from the point of view of the organizational structure and management structure. The main components of the organizational structure are the division of the school system into the structural components, which are: collegiate bodies; administration; bodies of public self-government.

The management structure of an educational institution is the bodies of labor, advisory bodies, bodies of public self-government.

The structure of management of an educational institution is due to its structure and is complex. Complexity is determined by objective factors – size, object, differentiated directions of work, etc. [11]

The manager's ability to see the set of really existing structures of an educational institution as a system and management objects allows:

- highlight underdeveloped structures, weaknesses, the elimination of which improves the efficiency of the system;
- to see the institution in a complex way, and therefore consciously raise it the level of system integrity;
- to recognize the educational institution as a system from the point of view of the new.

Thanks to such actions, it is possible to improve the system of management of education in general, to increase its efficiency, to eliminate unnecessary links and bureaucracy.

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REGULATORY AND LEGAL BASES FOR FORMATION AND IMPLEMENTATION OF THE STATE SECURITY POLICY IN THE INFORMATIONAL SPHERE

Abstract. The article emphasizes that the issue of information security of Ukraine is complicated by the lack of an appropriate strategy.

Important strategic documents in the field of information policy and state security also include: “Strategy for the development of the information society in Ukraine” (2013), which defines the priorities of activities in the field of information security; “Cyber security Strategy of Ukraine” (2016). The purpose of this strategy is to create conditions for the safe functioning of cyberspace, its use in the interests of the individual, society and the state. The threats of cybersecurity, the national system of cybersecurity, the main subjects of cybersecurity, priorities and directions of ensuring cyber security of Ukraine and the like are defined. Legislative and regulatory acts on state security in the information sphere can be divided into four blocks according to the level of generalization and concretization. The 1st block consists of conceptual, doctrinal, strategic acts, which are the basis of information security. The 2nd block consists of the laws of Ukraine,

directly or indirectly related to security in the information sphere. The 3rd block consists of subordinate normative acts of the Verkhovna Rada and the Cabinet of Ministers of Ukraine and normative acts of ministries and other executive authorities on security in the information sphere. We have identified the 4th block of regulations; they relate to the occupied Ukrainian territories. It is, first and foremost, the strategy on the information the reintegration of occupied territories of Donetsk and Luhansk areas, the Crimea. We believe that it is necessary to form a separate information policy for the occupied and nearby regions, and for other territory of Ukraine.

The informational component also includes normative-legal acts on ensuring the rights and freedoms of the population of the occupied territories: the Law of Ukraine “On ensuring rights and freedoms of citizens and legal regime on the temporarily occupied territory of Ukraine” (2014), the decision of Parliament “On the Statement of the Verkhovna Rada of Ukraine on guarantees of the rights of the Crimean Tatar people within the Ukrainian State” (2014), the NSDC decision “On urgent measures for the protection of national interests in the South and East of Ukraine, in the Black and Azov seas and the Kerch Strait” (2018).

The article highlights the problems of regulation in the field of information security of Ukraine: the declarative nature of many rules, the lack of legislative authority of the responsible authorities and mechanisms of coordination of activities and the like.

Keywords: state security in the information sphere, the legal basis of information security, the Doctrine of information security, generalization and specification of the principles of state information security.

НОРМАТИВНО-ПРАВОВІ ЗАСАДИ ФОРМУВАННЯ І РЕАЛІЗАЦІЇ ПОЛІТИКИ ДЕРЖАВНОЇ БЕЗПЕКИ У ІНФОРМАЦІЙНІЙ СФЕРІ

Анотація. Акцентовано увагу на питанні інформаційної безпеки України, що ускладнене відсутністю відповідної стратегії.

До важливих стратегічних документів у сфері інформаційної політики та державної безпеки відносяться “Стратегія розвитку інформаційного суспільства в Україні” (2013), у якій визначено пріоритети діяльності в галузі забезпечення інформаційної безпеки, “Стратегія кібербезпеки України” (2016). Метою цієї стратегії є створення умов для безпечного функціонування кіберпростору, його використання в інтересах особи, суспільства і держави. Визначено загрози кібербезпеці, національну систему кібербезпеки, основних суб’єктів забезпечення кібербезпеки, пріоритети та напрями забезпечення кібербезпеки України тощо. Законодавчо-нормативні акти щодо державної безпеки в інформаційній сфері можна поділити на чотири блоки за рівнем узагальнення і конкретизації: 1-й блок складають концептуальні, доктринальні, стратегічні акти, які є основою забезпечення інформаційної безпеки; 2-й блок — закони України, що безпосередньо або опосередковано стосуються безпеки в інформаційній сфері; 3-й блок — підзаконні нормативні акти Верховної Ради і Кабінету Міністрів Украї-

ни і нормативні акти міністерств, інших органів виконавчої влади щодо безпеки в інформаційній сфері; виділено 4-й блок нормативних актів, які стосуються окупованих українських територій. Це, насамперед, стратегії щодо інформаційної реінтеграції окупованих територій — Донецької і Луганської областей, Криму. Ми вважаємо, слід формувати окрему інформаційну політику для окупованих та прилеглих регіонів і для іншої території України.

Інформаційну складову включають також нормативно-правові акти щодо забезпечення прав, свобод населення окупованих територій: Закон України “Про забезпечення прав і свобод громадян та правовий режим на тимчасово окупованій території України” (2014), постанова ВРУ “Про Заяву Верховної Ради України щодо гарантії прав кримськотатарського народу у складі Української Держави” (2014), рішення РНБО “Про невідкладні заходи щодо захисту національних інтересів на Півдні та Сході України, у Чорному та Азовському морях і Керченській протоці” (2018).

У статті виділено проблеми регулювання у сфері інформаційної безпеки України: декларативність багатьох норм, відсутність законодавчо наданих повноважень відповідальних органів і механізмів координації діяльності тощо.

Ключові слова: державна безпека в інформаційній сфері, правові засади інформаційної безпеки, Доктрина інформаційної безпеки, узагальнення і конкретизація засад державної інформаційної безпеки.

НОРМАТИВНО-ПРАВОВЫЕ ОСНОВЫ ФОРМИРОВАНИЯ И РЕАЛИЗАЦИИ ПОЛИТИКИ ГОСУДАРСТВЕННОЙ БЕЗОПАСНОСТИ В ИНФОРМАЦИОННОЙ СФЕРЕ

Аннотация. Акцентируется внимание на вопросе информационной безопасности Украины, что затруднено отсутствием соответствующей стратегии.

К важным стратегическим документам в сфере информационной политики и государственной безопасности относятся “Стратегия развития информационного общества в Украине” (2013), в которой определены приоритеты деятельности в области обеспечения информационной безопасности, “Стратегия кибербезопасности Украины” (2016). Целью этой стратегии является создание условий для безопасного функционирования киберпространства, его использование в интересах личности, общества и государства. Определены угрозы кибербезопасности, национальную систему кибербезопасности, основных субъектов обеспечения кибербезопасности, приоритеты и направления обеспечения кибербезопасности Украины и др. Законодательно-нормативные акты по государственной безопасности в информационной сфере можно разделить на четыре блока по уровню обобщения и конкретизации: 1-й блок составляют концептуальные, доктринальные, стратегические акты, которые являются основой обеспечения информационной безопасности; 2-й блок — законы Украины, непосредственно или косвенно касающиеся

безопасности в информационной сфере; 3-й блок составляют подзаконные нормативные акты Верховной Рады и Кабинета Министров Украины и нормативные акты министерств, других органов исполнительной власти, безопасности в информационной сфере; выделено 4-й блок нормативных актов, которые касаются оккупированных украинских территорий. Это, в первую очередь, стратегии по информационной реинтеграции оккупированных территорий — Донецкой и Луганской областей, Крыма. Мы считаем, следует формировать отдельную информационную политику для оккупированных и прилегающих регионов, и для другой территории Украины.

Информационную составляющую включают также нормативно-правовые акты по обеспечению прав, свобод населения оккупированных территорий: Закон Украины “Об обеспечении прав и свобод граждан и правовой режим на временно оккупированной территории Украины” (2014), постановление ВРУ “О Заявлении Верховной Рады Украины относительно гарантии прав крымскотатарского народа в составе Украинского государства” (2014), решение СНБО “О неотложных мерах по защите национальных интересов на Юге и Востоке Украины, в Черном и Азовском морях и Керченском проливе” (2018).

В статье выделены проблемы регулирования в сфере информационной безопасности Украины: декларативность многих норм, отсутствие законодательно предоставленных полномочий ответственных органов и механизмов координации деятельности и тому подобное.

Ключевые слова: государственная безопасность в информационной сфере, правовые основы информационной безопасности, Доктрина информационной безопасности, обобщение и конкретизация принципов государственной информационной безопасности.

Problem statement. In an era of constant acceleration of development, we treat information as something that we unconditionally deserve, it is a decisive factor for success in all spheres of activity.

In Ukraine “the right to information is protected by law. The state guarantees all subjects of information relations equal rights and access to information. No one may restrict the rights of a person to choose the forms and sources of information, except as provided by law”. “Everyone has the right to information, providing for the possibility of

free receipt, use, distribution, storage and protection of information necessary for the realization of their rights, freedoms and legitimate interests” (law “On information”) [1]. Also, the law “On information” contains provisions on the inadmissibility of abuse of the right to information: “Information can not be used to call for the overthrow of the constitutional system, violation of the territorial integrity of Ukraine, propaganda of war, violence, cruelty, incitement to ethnic, racial, religious hatred, terrorist acts, violation of human rights and freedoms” [1].

So, information is a benefit that needs to be protected in a certain way, especially when it comes to information in the defense of the state or other areas where disclosure threatened strategic interests. The harmonization of these two aspects (free access to information and its protection) is not straightforward, since the concept of security in the information sphere equally concerns the state as an institution, society and the individual citizens who form them.

Our country does not have a strategy of state information security, at the same time its elements can be found in various sources. An urgent task is to analyze the array of legal acts in this area.

State security in the information sphere can be viewed from several sides: on the one hand, as protection of citizens' rights to free access to information and freedom of speech, on the other — as protection of citizens from the influence of distorted, incomplete, false information, manipulative information impact, on the other — as protection of private or public important information from unlawful attacks by people, public or private structures, including foreign.

Analysis of recent research and publications. Among the latest studies, we would like to pay attention to the publication of Ya. Malyk (2015), in which the author considers the state and prospects of development of information security of Ukraine [2]. V. Savytskyi (2017) explores information security in the national security system of Ukraine [3].

Formulation of the objectives (goals) of the article: to analyze the legal basis for the formation and implementation of the policy of state security

of Ukraine in the information sphere, to try to structure the legal acts of this sphere in a certain system, identified shortcomings and problems.

Presentation of the main material.

In the development of mankind, information has always played an important role, but recently its importance has increased incredibly. It is access to and the ability to use information that currently determines the opportunities for success in many industries. Today, information resources are considered as no less important than demographic, raw materials or energy resources, and are the basis for the functioning of many human activities, such as governance, economy, politics, social and cultural spheres, national security, defense and international relations.

However, the information ceases to be valuable if it can't be saved, selected, allocated, transmitted, distributed and understood. That is why information becomes valuable only when it is available to people who need it and in the right place. Otherwise, it can be not only useless, but also dangerous.

Useful information is valuable, that is, the information that objectively or subjectively increases the level of human knowledge in a certain area (increases knowledge). Also, the actual usefulness of the information is determined by its accuracy, completeness and timeliness, that is, its arrival to the recipient at the right time and in the right amounts, which will allow the recipient to make the right decision. In addition, the information should be real (reliable), accessible, free from distortion and uncertainty.

The rights of access to information, its collection and dissemination are

now regarded as one of the fundamental human and civil rights, an integral part of it, confirms the dignity of the human person as a subject of civil society and forms the basis of democracy. It can even be argued that a state that does not guarantee its citizens free access to information will sooner or later be degraded, thereby abandoning the principles of pluralism, tolerance and openness, without which a democratic society cannot be imagined.

The right to information was already formulated in 1948 in the Declaration of human rights adopted by the UN General Assembly. More broadly, the idea of the right to communication arising from other human rights was first formulated in conjunction with the Concept of civil society. Its creator was Jean d'arcy, Director of the UN Information office. The International Covenant on civil and political rights, ratified by Ukraine in 1973, also includes the right to have and express one's own views and to collect, receive and disseminate information. This right may be restricted only by law. Provision for access to information can also be found in other acts of international law, such as the European Convention on Human rights or the Charter of fundamental rights of the European Union. In the 1990s, the principles of openness, transparency and access to documents were incorporated into existing EU decisions.

In domestic legislation, the right to information, especially on the activities of public authorities, as well as any other, is provided by the Constitution. Thus, part 1 of article 34 of the Basic law states "Everyone is guaranteed the right to freedom of thought and speech,

to freedom of expression of their views and beliefs". Part 2 of article 34 provides for the right of everyone to freely collect, store, use and disseminate information orally, in writing or otherwise [4]. The exercise of these rights may be restricted by law in the interests of national security, territorial integrity or public order, for the prevention of disorder or crime, for public health, for the protection of the reputation or rights of others, for the prevention of disclosure of information received confidentially, or for the maintenance of the authority and impartiality of justice [4].

Also, article 32 of the Constitution provides for the right of citizens to get acquainted with information about themselves, which is not a state secret or other information protected by law, in public authorities, local self-government bodies, institutions and organizations [4].

The development of these rights is contained in the legislative acts of Ukraine, in particular in the law "On access to public information", which regulates the subjective and objective scope and method of obtaining information on the activities of state bodies (2011, new edition 2015) [5], and the new version of the law "On information" has fixed the "right of everyone to information", "ensuring everyone's access to information", the principle of maximum openness of information, except for information with limited access [1]. In addition, the Law "On information" contains other provisions important for the implementation of the right of access to information, namely: 1) permission to disseminate information with limited access, if it is socially necessary, that is, is the subject of pub-

lic interest; 2) the right of the public to know this information is dominated by the potential harm from its dissemination (part 1. 29) [1]. These laws, as amended, no longer establish, as in the past, the erroneous concept of ownership of information in general and of the state's ownership of information in particular.

International norms on freedom of speech and press are reflected in article 15 of the Constitution of Ukraine — “Censorship is prohibited” [4]. In turn, we find the expansion of the constitutional principle of freedom of speech and expression in the law “On the print media (press) in Ukraine” [5].

Although the right to information is considered to be a fundamental human right, it may be restricted, for example, for the purpose of ensuring public order, security, morals, combating slander, fraud, manipulation, protection of other rights. No matter what the reasons are, these restrictions always cause controversy or resistance, because many people perceive it as interference with fundamental civil rights and freedoms.

Restrictions on the right to information arise primarily due to the risks associated with the misuse of information or its use by unauthorized persons. Given the importance of information to modern people, societies, states and the international community, it is undeniable that, in addition to the obvious benefits that information can bring, it can also be exposed to threats that arise from various factors.

Threats in the information sphere: the unauthorized disclosure, asymmetries in international exchange of information, espionage, karpasiana, cybercrime, lack of information, “information

chaos”, disinformation, information warfare (war), manipulation of information. Manipulation of information is also the provision of false information, and reducing the importance of information, biased selectivity of information, its ambiguity, and excess, causing “information chaos”.

From the point of view of state security, information wars are considered to be the greatest threat in the field of information. We perceive them as threats, conflicts in which information is both a resource, an object of attack, and weapons, and physical destruction of information infrastructure is not excluded, carried out by the enemy. This fight can have two purposes: destruction of information resources of the opponent and ensuring own safety. This is usually done through the following tools: influence on political and cultural processes; information and psychological campaigns; misinformation and influence on the media; diplomacy; penetration into computer networks and databases.

Information war does not necessarily mean that the country is in a state of actual war, such activities occur in peacetime. Actions are used not only to obtain information, but also to cause unrest, government crises. As a substitute for open aggression, they can compromise a state or its authority in the international arena, undermine its political authority or discredit it in the economic sphere. This struggle concerns not only the military sphere, but also in the civil one. It is conducted in an open or secret way, it is an armed struggle, but in extreme cases it can lead to physical destruction of the object. This is a universal struggle that it is carried out in all spheres of the state, not only in the

military. It can take the form of political, military and economic pressure, as well as intimidation. It is carried out not only in the field of cybernetic impact on databases of digital encrypted data, but also, first of all, through the wide dissemination of negative real or false information, for example, to create specific social attitudes. These events, often unconsciously, involve the mass media, which are making public sensations, are currently the most effective tool in the information struggle. All this arsenal that we mentioned above is used by Russia in the war against Ukraine.

Article 17 of the Constitution states: “Protection of sovereignty and territorial integrity of Ukraine, ensuring its economic and information security are the most important functions of the state, the business of the Ukrainian people” [4]. Thus, the state considers not only an opportunity, but also its duty to protect the citizens of Ukraine from information threats.

Given the current military and political situation of Ukraine, which is in a hybrid war with Russia, also expecting future threats from the aggressor, it is important to create a system of state security in the information sphere, which would provide reliable protection of the state and the people.

The approved “Doctrine of information security of Ukraine” is a response to modern threats to national security. “The purpose of the doctrine is to clarify the basics of the formation and implementation of the state information policy, primarily to counter the destructive information influence of the Russian Federation in the conditions of its unleashed hybrid war” [5]. The

Doctrine defines national interests (individuals, society and the state) in the information sphere, actual threats to national interests and national security of Ukraine, priorities of state policy in the information sphere and the mechanism of implementation of the Doctrine.

As we can see, the Doctrine sets out only the conceptual foundations of information security. The issue of implementation of information security of Ukraine is complicated by the lack of an appropriate strategy. The information security strategy is considered within the framework of the national security Strategy of Ukraine [5]. Despite the fact that there is no direct definition of the concept of security in the information sphere in the legislative acts of Ukraine, it can be perceived as a state that is achieved after certain conditions are met. These conditions are defined in the national security Strategy of Ukraine. Therefore, the state of information security should be considered as a state when:

- measures of information security policy on the basis of asymmetric actions against all forms and manifestations of information aggression are provided;
- an integrated system of information threats assessment and rapid response to them has been created;
- there is a resistance to information operations against Ukraine, manipulation of public consciousness and dissemination of distorted information, protection of national values and strengthening the unity of Ukrainian society;
- coordinated information policy of public authorities has been developed and implemented;

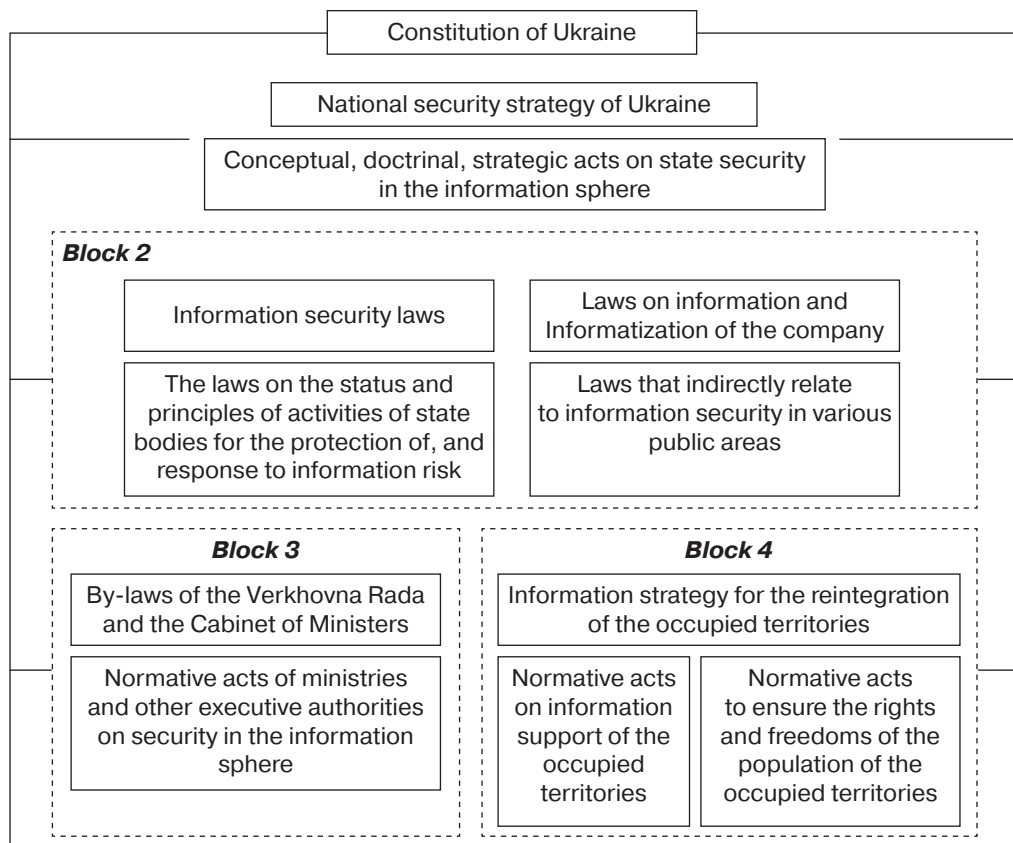
- the entities of the Ukrainian information space used by Russia to information warfare against Ukraine have been identified, and their subversive activities and so on have been eliminated [5].

Important strategic documents in the field of information policy and state security also include: “Strategy for the development of the information society in Ukraine” (2013), which defines the priorities of activities in the field of information security; “Cyber security Strategy of Ukraine” (2016). The purpose of this strategy is to create conditions for the safe functioning

of cyberspace, its use in the interests of the individual, society and the state. It identified the threats to cybersecurity, the national cyber security system, the main subjects of cyber security, priorities and directions of cyber security of Ukraine, etc. [5].

In general, the legislative and regulatory acts on state security in the information sphere on the level of generalization and specification of the principles defined in them can be divided into four blocks (Figure).

The 1st block consists of conceptual, doctrinal, strategic acts, which are the basis of information security. These



Structuring of legislative and regulatory acts on the level of generalization and specification of the bases of state security in the information sphere defined in them
Created by author.

include “Strategy of national security of Ukraine”, “Doctrine of information security of Ukraine”, “Cyber security Strategy of Ukraine”, “Strategy of development of information society in Ukraine”, “National strategy in the sphere of human rights” (2015), also “Concept of the National program of Informatization” (last edition of 2013), “Military doctrine of Ukraine” (new edition of 2015) [5].

The 2nd block includes the laws of Ukraine and can be divided into four groups:

The laws that specifically relate to security in the information sphere: “On information security of Ukraine”, “On information protection in information and communications systems”, “On basic principles of ensuring cyber security of Ukraine”, the laws “On fundamentals of national security of Ukraine”, “On nonstate ensuring of national security of Ukraine”. We believe that the law “On ensuring the functioning of the Ukrainian language as the state language” adopted by the Verkhovna Rada of Ukraine on April 25, 2019 can be rightfully attributed to this block;

- Laws concerning freedom of information and Informatization of the society: “On information”, “On access to public information”, “On the basic principles of development of the information society in Ukraine for 2007–2015”, “On Public television and radio broadcasting of Ukraine” (2014), “On printed media (press) in Ukraine”, “On the National program of Informatization” (last edition of 2016);

- Laws on the status and principles of activity of state bodies on protection and counteraction of information danger: “On the security Service of

Ukraine”, “On the national security and defense Council of Ukraine”, “On the state service of special communication and information protection of Ukraine” (2015), “On the intelligence agencies of Ukraine”, “On the National police” (2015). This also include “Regulations on the Ministry of defense of Ukraine”, approved by the Cabinet of Ministers (2014);

- Laws indirectly relate to information security in various public areas: “On the basics of domestic and foreign policy” (2010), “On state secrets”, “On sanctions” (2014), “On combating terrorism”, “On counterintelligence activities”, “On defense of Ukraine”, “On state protection of state authorities of Ukraine and officials” (1998). Criminal, Civil and other codes of Ukraine related to the regulation of relations in the field of national security, and therefore information.

The 3rd block includes subordinate normative acts of the Verkhovna Rada and the Cabinet of Ministers (resolutions, decrees, orders). As for security in the information sphere, these are: resolutions of the Verkhovna Rada “Recommendations of parliamentary hearings on the topic: “Reforms in the field of information and communication technologies and the development of the information space of Ukraine” (2016), “Recommendations of parliamentary hearings on the topic: “Legislative support for the development of the information society in Ukraine” (2014); decrees of the President of Ukraine “On measures to improve the formation and implementation of state policy in the field of information security of Ukraine” (2014), “On promoting the development of civil society in

Ukraine” (2016), “Concept of development of the security and defense sector of Ukraine” (2016), “On measures to develop the national component of the global information network internet and support” (2000); Resolutions of the Cabinet of Ministers “On approval of the Regulations on the unified information system of the Ministry of internal Affairs and the list of its priority information resources” (2018), “On approval of the Order of formation of the list of information and telecommunication systems of critical infrastructure of the state” (2016).

We also refer to the 3rd block regulatory legal acts of ministries and other executive bodies, which, on the basis of the current legislation and within their competence, issue departmental regulatory acts on security in the information sphere (orders, decisions, instructions, regulations, resolutions, programs). For example, the decision of the Council of national security and defense of Ukraine “On measures to improve the formation and implementation of state policy in the sphere of information security of Ukraine” (2014) and “On improvement of measures to ensure the protection of critical infrastructure” (2016) the order of the security Service of Ukraine “On approval of the collection of information constituting a state secret” (2005), the decision of the national Council of television and radio broadcasting “On approval of the development plan, the national TV and radio informational space” (2010, as amended by 2018), orders of the Ministry of defense “Concept of strategic communications of the Ministry of defense of Ukraine and the Armed Forces of Ukraine” (2017) and “Register of

electronic information resources of the Ministry of defense of Ukraine” (2015).

We have also identified the 4th block of legal acts relating to the occupied Ukrainian territories. These are, first of all, strategies for information reintegration of the occupied territories. In July 2018, the “Strategy of information reintegration of Donetsk and Luhansk regions” was approved. The purpose of the Strategy is the implementation of information rights and freedoms of man and citizen, increasing the level of support of citizens of Ukraine state policy in the field of information reintegration of temporarily occupied territories in Donetsk and Luhansk regions; introduction of an effective mechanism to ensure access of Ukrainian citizens living in temporarily occupied territories in Donetsk and Luhansk regions, as well as adjacent territories, to the all-Ukrainian information space [5].

The implementation of the Strategy is planned for the period up to 2020. Achieving the objectives of the Strategy requires the following tasks: countering the use of information technologies by the Russian Federation aimed at inciting national and religious hatred, propaganda of war, violent change of the constitutional system, violation of the territorial integrity and sovereignty of Ukraine; strengthening the sense of community between citizens of Ukraine who live in the temporarily occupied territories in Donetsk and Luhansk regions, adjacent territories, as well as citizens of Ukraine who live in other regions of Ukraine; creating conditions to meet the needs of the population of the temporarily occupied territories in objective, timely and reliable information [5].

In December 2018, the strategy of information reintegration of the Autonomous Republic of Crimea and Sevastopol was approved. The purpose of this strategy is to provide information reintegration of the occupied territory of Ukraine (Autonomous Republic of Crimea and the city of Sevastopol), creation of information tools prerequisites for the restoration of territorial integrity and sovereignty of Ukraine. Implementation of the Strategy involves the implementation of such tasks: the implementation of the state information policy of the Crimea and Sevastopol on the principle of “one voice”; approval in the Ukrainian and international information space of strategic narratives of mandatory restoration of the territorial integrity of Ukraine; implementation of constant monitoring of the information space of the occupied territory of Ukraine, collection, accumulation, systematization, analysis, evaluation of the information received and exchange it for the purpose of rapid response by the relevant authorities to the actions of the Russian Federation; informing citizens of Ukraine, foreigners about the situation in the Crimea; refutation by ideologues of the Russian propaganda concerning the past and modern Crimea, which are spread in the Ukrainian and foreign mass media; mobilization by information tools of the international support of restoration of territorial integrity of Ukraine and others [5]

In addition, other normative acts on information support of the occupied territories were adopted. These are, in particular, the decision of the National Council of broadcasting “On broadcasting of TV and radio organizations in the territory of the antiterrorist operation”

(2014), the order of the state television and radio of Ukraine “On measures to preserve broadcasting by state television and radio companies to meet the information needs of national minorities and persons living in the temporarily occupied territories” (2015).

The informational component also includes normative-legal acts on ensuring the rights and freedoms of the population of the occupied territories: the Law of Ukraine “On ensuring rights and freedoms of citizens and legal regime on the temporarily occupied territory of Ukraine” (2014), the decision of Parliament “On the Statement of the Verkhovna Rada of Ukraine on guarantees of the rights of the Crimean Tatar people within the Ukrainian State” (2014), the NSDC decision “On urgent measures for the protection of national interests in the South and East of Ukraine, in the Black and Azov seas and the Kerch Strait” (2018).

We believe that it is necessary to form at the state level a special information policy for the occupied and nearby regions, and for other territory of Ukraine. It is necessary to start from those accents which are important for the population of concrete territories. For residents of Donbass it is one accent, for Crimeans it is another one. It is necessary to formulate goals, objectives, resources and tools to achieve these goals and objectives.

Conclusions and prospects for further research. The analysis showed that the legal framework of the sphere of state information security is quite large and extensive, but it has significant problems. The problem of regulation in the field of information security of Ukraine, as well as other areas of state

regulation, is the discrepancy between the legal framework and the practical implementation of certain steps, the declarative nature of many norms. The bodies that are determined to be responsible for the implementation of the state security policy in the information sphere also have legislative powers and coordination mechanisms. This applies primarily to the National Security and Defence Council of Ukraine and the Ministry of Information Policy, as well as other bodies.

Another aspect that requires further research is the feasibility of separating cybernetic security from information security in legal acts. It is also necessary to coordinate the activities of state and public structures in the field of information security of Ukraine, especially those that are already in force (“Academy of national security”, “Stop-fake”, “Information resistance”, “Informanapalm”, “Razom” and the like).

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MECHANISMS OF STRATEGIC MANAGEMENT BY STATE JOINT STOCK COMPANIES: THE ESSENCE AND VARIANTS

Abstract. The article analyzes the essence of the mechanisms of strategic management of state-owned joint-stock companies in the modern market economy. For this purpose, the main approaches to the definitions of “strategic management”, “management mechanism”, as well as generalized views of domestic and foreign researchers regarding the functions of strategic management are investigated.

Taking into account the fact that in state-owned joint-stock companies the subject of management act as authorized bodies of state power, which carry a long-term influence on the indicated companies, it is proved that under the integrated mechanism of strategic management of state-owned joint stock companies it is appropriate to understand the system of practical influence of state authorities on the development of joint stock companies public sector companies of the economy in order to coordinate and achieve the long-term goals of the main stakeholders of the partnership, in particular the state-Accident.

It is determined that the mechanisms of strategic management of state joint stock companies can be classified according to various features, but their mechanisms of strategic management on a functional basis are the important kind of

present market conditions. The main mechanisms of strategic management of state-owned joint-stock companies on a functional basis are: strategic planning, organization, motivation, control. The characteristics of these mechanisms are given. It is emphasized that strategic management in state-owned joint-stock companies has a multilevel hierarchical character, which attaches particular importance to the ability of the mechanism of corporate management to ensure the realization of the rights of the state as the owner of the relevant business partnerships. Given the need to create conditions for the long-term competitiveness of state-owned joint-stock companies, the peculiarities of the formation of the strategy for the development of these companies, the strengthening of the role of supervisory councils and the formation of the institution of independent directors, the introduction of strategic audit mechanisms have been clarified.

Keywords: public administration, strategic management mechanisms, strategic management functions, corporate management, state joint stock companies, development strategy.

МЕХАНІЗМИ СТРАТЕГІЧНОГО УПРАВЛІННЯ ДЕРЖАВНИМИ АКЦІОНЕРНИМИ ТОВАРИСТВАМИ: СУТНІСТЬ ТА РІЗНОВИДИ

Анотація. Проаналізовано сутність механізмів стратегічного управління державними акціонерними товариствами в сучасній ринковій економіці. Для цього досліджено основні підходи до дефініцій “стратегічне управління”, “механізм управління”, а також узагальнено погляди вітчизняних та зарубіжних дослідників стосовно функцій стратегічного управління.

З урахуванням того факту, що в державних акціонерних товариствах суб’єктом управління виступають уповноважені органи державної влади, які здійснюють довгостроковий вплив на зазначені компанії, доведено, що під комплексним механізмом стратегічного управління державними акціонерними товариствами доцільно розуміти систему практичного впливу органів державної влади на розвиток акціонерних товариств державного сектору економіки з метою узгодження та досягнення довгострокових цілей основних стейкхолдерів товариства, зокрема держави-акціонера. Визначено, що механізми стратегічного управління державними акціонерними товариствами можуть бути класифіковані за різними ознаками, однак їх важливим різновидом у сьогоденних ринкових умовах виступають механізми стратегічного управління за функціональною ознакою. Такими основними механізмами є: стратегічне планування, організація, мотивація, контроль. Надано характеристики зазначених механізмів.

Підкреслено, що стратегічне управління в державних акціонерних товариствах має багаторівневий ієрархічний характер, що надає особливої важливості здатності механізму корпоративного менеджменту забезпечувати реалізацію прав держави як власника відповідних господарських товариств. З огляду на потреби створення умов довгострокової конкурентоспроможності державних акціонерних товариств уточнено особливості формування стра-

теїї розвитку цих компаній, посилення ролі наглядових рад та формування інституту незалежних директорів, запровадження механізмів стратегічного аудиту.

Ключові слова: державне управління, механізми стратегічного управління, функції стратегічного управління, корпоративний менеджмент, державні акціонерні компанії, стратегія розвитку.

МЕХАНИЗМЫ СТРАТЕГИЧЕСКОГО УПРАВЛЕНИЯ ГОСУДАРСТВЕННЫМИ АКЦИОНЕРНЫМИ ОБЩЕСТВАМИ: СУЩНОСТЬ И ВИДЫ

Аннотация. Проанализирована сущность механизмов стратегического управления государственными акционерными обществами в современной рыночной экономике. Для этого исследованы основные подходы к дефиниции “стратегическое управление”, “механизм управления”, а также обобщенные взгляды отечественных и зарубежных исследователей о функциях стратегического управления.

С учетом того факта, что в государственных акционерных обществах субъектом управления выступают уполномоченные органы государственной власти, осуществляющие долгосрочное влияние на указанные компании, доказано, что под комплексным механизмом стратегического управления государственными акционерными обществами целесообразно понимать систему практического влияния органов государственной власти на развитие акционерных обществ государственного сектора экономики с целью согласования и достижения долгосрочных целей основных стейкхолдеров общества, в том числе государства как акционера. Определено, что указанные механизмы могут быть классифицированы по различным признакам, однако их важной разновидностью в современной рыночной экономике выступают механизмы стратегического управления по функциональному признаку. Такими основными механизмами являются: стратегическое планирование, организация, мотивация, контроль. Предоставлены характеристики указанных механизмов.

Подчеркнуто, что стратегическое управление в государственных акционерных обществах имеет многоуровневый иерархический характер, что придает особую важность способности механизма корпоративного менеджмента обеспечивать реализацию прав государства как собственника соответствующих хозяйственных обществ. Учитывая потребности создания условий долгосрочной конкурентоспособности государственных акционерных обществ уточнены особенности формирования стратегии развития этих компаний, усиление роли наблюдательных советов и формирования института независимых директоров, внедрение механизмов стратегического аудита.

Ключевые слова: государственное управление, механизмы стратегического управления, функции стратегического управления, корпоративный менеджмент, государственные акционерные компании, стратегия развития.

Problem statement. Now in Ukraine, the state remains the largest shareholder of large economic companies that are of strategic importance for the development of the country or are natural monopolists in certain markets of goods and services. At present, the long-term development goals of these companies are often replaced by the tasks of maintaining their current operating activities in determining the performance targets of these companies. As a result, the production and management potential of state-owned joint-stock companies is far from being fully utilized to stimulate positive structural changes and ensure the competitiveness of the national economy in the long term. Overcoming this state of affairs predetermines the need to develop a methodology for the introduction of modern mechanisms of strategic management of companies with a state share in the authorized capital, aimed at supporting their sustainable development in the near and long term.

Analysis of recent publications on the subject. A lot of works of leading domestic and foreign scientists are devoted to the study of mechanisms of strategic management in various sectors and spheres of public life. In particular, the means of solving this problem at the national level are reflected in the works of O. Korotych [1], N. Nyzhnyk [2; 3], A. Obolenskyi [4], A. Rachynskyi [5], and at the level of management of the companies – in researches of S. Vuton [6], R. Grant [7], M. Gorgen [8], I. Lukach [9], A. Pedko [10], G. Astapov [11] and other specialists. Scientific searches of modern authors are based on fundamental works of I. Ansof [12,13], A. Chandler [14],

R. Ankof [15], N. Meskon [16], G. Mintzberg [17], A. Thomson, A. Strickland [18], which outlined the basic models of strategic planning, characterized the logical sequence of stages of their implementation.

Despite a large number of studies, the methodology for building a system of strategic management of state joint stock companies has not yet been formed. This is due to the fact that the disclosure of the features of the application of mechanisms to achieve long-term development goals of the relevant companies in the modern professional literature is mainly descriptive, without a clear link to the specifics of corporate business. Thus, characteristics of this type of state government activity are disclosed insufficiently and superficially. As a result, the effect of the practical implementation of such mechanisms in this case remains low – both in relation to the business companies themselves, and in relation to their impact on the development of the national economy as a whole.

In this regard, the purpose of the article is to clarify the nature, definition of varieties and basic characteristics of the mechanisms of strategic management of state joint stock companies in the modern market economy.

Presentation of the main material of the study. In a broad sense, strategic management is a management system that provides any organization with a long-term balance and overall growth, it is a way to adapt it to a competitive environment [12, p. 45]. This type of management contributes to the continuous development of the organization and focuses its activities on achieving the main long-term goal [18, p. 57].

The researchers consider the essence of strategic management from the standpoint of different approaches and their combinations. For example, A. Thompson once proposed a targeted approach that involves setting goals and objectives of the organization and maintaining the relationship between the organization and the environment. Strategic management of the organization is focused on achievement of goals, corresponds to its internal capabilities and allows to remain favorable to external requirements [18, p. 57]. The process approach to the definition of the essence of strategic management is reflected in the works of I. Ansoff [12; 13], who considered this activity as a process of creating and implementing effective development strategies. Resource approach to understanding the essence of strategic management is presented in the development of A. Vikhanskyi [19], which focused on the key activities the resource – labor.

The strategic management of any organization involves a number of relevant mechanisms. Researchers consider the mechanism of management to be a certain process focused on achievement of goals that includes management goals, elements of the object and their relations, on which the impact is carried out, actions for achievement of goals, methods of influence, material and financial resources of management, social and organizational potentials [1, p. 37,49]. In turn, L. Hurvits, R. Myers and E. Maskin provided a description of the mechanism as certain rules of interaction of its participants [20, p. 2]. The basis for the use of any management mechanism is the consistent implementation of actions based on

fundamental principles, target orientation, functional activities using appropriate management methods that are aimed at achieving a certain goal [21, p. 53]. Scientists emphasize that the control mechanism is the most active component of the control system [22, p. 225]; any control mechanism acts as an integrated complex, which includes, in particular, other mechanisms that reflect the specifics of the object of this activity.

Public administration mechanisms, in turn, are defined by researchers as a set of appropriate management methods, through which the practical influence of the state on the social life of people in order to ensure the achievement of a certain goal, which will contribute to the development of the country in the chosen strategic direction in compliance with a number of defining principles [1, p. 60].

Public administration mechanisms are practical measures, means, levers, incentives through which public authorities affect any public relations in order to achieve the goals. The mechanism of public administration can be reflected in the following chain scheme: goals-objectives-solutions-effects-actions-results. Such complex mechanism of public administration is a system of political, economic, social, organizational and legal means of purposeful influence of public administration bodies [23, p. 116].

An important feature of the mechanism of strategic management is that its construction depends on the characteristics of specific subjects and objects of management and the nature of the targeted impact of the subject of management on the object of management.

In the case of state-owned joint stock companies, the subject of management is the authorized bodies of state power, which exercise strategic long-term influence on these companies in order to ensure their sustainable, balanced development, carrying out a number of measures to restructure their activities, and the like. In this regard, the mechanism of strategic management of state joint-stock companies should be understood as a hierarchical system of practical influence of public authorities on the development of joint-stock companies in the public sector of the economy in order to harmonize and achieve the long-term goals of the main stakeholders of the company, in particular the state-shareholder.

By the nature of the impact of the mechanisms of strategic management of companies where the state owns a controlling stake, can be defined as mechanisms of direct (administrative) and indirect (financial and economic) systematic impact on the object of management. They are an integral part of the mechanism of management of the public sector of the economy, the mechanism of management of state property and the like.

The mechanisms of strategic management of state joint stock companies can be classified on the basis of the specifics of the subjects and objects of the relevant activities, the scope of its distribution, the resource base and the like. However, most often to identify their varieties, a functional approach is used, based on the differentiation of the main stages of strategic management and the specification of the most well-established tasks for their sequential passage.

In this context, let us note that strategic management has its own structure and stages, which reflect the sequence of its functions. For example, I. Ansoff [12, p. 135–137] identifies the following key functions of strategic management: assessment of internal capabilities of the organization; assessment of the external environment of the organization; formulation of goals and choice of tasks; strategy formulation; creation of alternative strategies, their selection and implementation.

M. Meskon [16, p. 204] considered nine stages of the strategic management process: 1) development of the organization's mission; 2) formulation of the organization's goals; 3) analysis of the external environment; 4) management survey of strengths and weaknesses of the organization; 5) analysis of strategic alternatives; 6) choice of strategy; 7) implementation of the strategy; 8) planning and implementation of the strategic plan; 9) evaluation of the strategy.

S. Vuton and T. Horn [6, p. 136] studied the management process focusing on the features of strategic thinking of managers and identified three main functions of strategic management: 1) strategic analysis; 2) the choice of strategic direction; 3) the implementation of the strategy. All of these functions contain sub-functions that refine the entire management process step by step and form an indissoluble circle of relevant activities from the development of the plan to the control of its implementation.

However, a review of professional literature [2; 3; 5; 7; 12–15; 18; 19; 26] proves that the majority of modern scientists, regardless of the details of the

process, distinguish four fundamental functions of strategic management – planning, organization, motivation and control. Taking this into account, the mechanisms of strategic planning, organization, motivation, control differ in the composition of the mechanisms of strategic management of state joint stock companies (Table. 1).

As a rule, the cycle of strategic management of state-owned companies begins with strategic planning. Strategic planning is the process of implementing a set of consistent and mutually agreed works with the definition of long-term goals and activities of the company [25, p. 312]. However, strategic planning forms not only the main direction of development of the state joint stock company, but it also allows it to be adjusted, taking into account changes in the environment [26, p. 6].

The strategic planning mechanism focuses on creating long-term market or resource competitive advantages of state joint stock companies. Market competitive advantages are formed in

accordance with the current structure of the industry and the market position of the enterprise in it. At the same time, it is assumed that new strategies in both traditional industries and new business areas should correspond to the accumulated potential of the company. Strategic planning may include analysis of the current situation, formulation of future prospects and development of an action plan [27, p. 10].

In this regard, it is worth noting that G. Akoff defines the following stages of strategic planning: 1) identification of problems and opportunities faced by the company, 2) planning goals; 3) planning means to achieve goals; 4) resource planning; 5) design implementation and control [15, p. 111–113]. The basis of these actions is the strategic analysis, which includes the following components: the definition of the goals and values of state joint stock companies, their resources, structure and management system, the state of the environment, in particular, the state of the industry and the market. In

Table 1

Mechanisms of strategic management of state joint stock companies on the functional basis

Mechanism	The essence of the mechanism
Of planning	it provides for the definition of strategic goals, objectives of the state joint stock company for its development, methods and ways to achieve these goals in accordance with the priorities of state policy
Of organization	it is based on the integration of human, material, financial and other resources of the state joint stock company into the system in such a way that this company is able to achieve its strategic goals
Of motivation	it is aimed at ensuring the ability of various groups of participants of the state joint-stock company to perform their functions, solve problems, and achieve the established strategic goals
Of control	it is aimed at determining deviations in achieving the expected results and developing corrective actions related to the implementation of the strategy of state joint stock companies

The table was compiled by the author using materials [2, 24].

turn, the components of the strategic analysis is the collection of data, analysis, decision-making, its evaluation [7, p. 11–12, 27].

After receiving the results of the strategic analysis of the environment of the state joint stock company, the mission of the relevant company is formulated and the strategy of its development is developed. This involves establishing the relationship of the strategic goal of the company with the activities of its individual units for the development of the budget and specific programs of activities.

The next stage of strategic management of state joint stock companies is the organization. The mechanism of the organization includes the identification of those activities that are necessary for the successful solution of the tasks of the respective companies, the distribution of these activities by units, the granting of rights and the establishment of responsibility for their use. This mechanism of strategic management of state-owned companies may also involve the formation or modification of their existing institutional structure. During this process, it is necessary to take into account the following indicators of the organizational structure [2, p. 110–111]:

- responsiveness — the ability to respond quickly to changing environments;
- centralization — establishing the ability to perform leadership functions;
- viability — the ability to maintain the value of outstanding performance in the destruction of part of the structure;
- entropy — the measure of structure disorder.

The mechanism of motivation for the development of state joint stock companies is aimed at creating a value system that supports the implementation of their strategies. It provides economic and moral incentives and conditions for the identification of the creative potential of all groups of participants in society and their self-development. The main components of the motivational mechanism N. Nyzhnyk and S. Mosov define as: subjects and objects of motivation, having a system of internal factors of motivation of people's behavior (value orientations, needs, interests, motives, goals, attitudes, creativity). At the same time, external factors of the motivation mechanism implementation include: socio-political and legislative conditions, financial and tax policy, production sphere, natural and geographical environment, etc. [2, p. 116–117].

The control mechanism is involved at all stages of strategic management of state joint stock companies and is designed to determine deviations, dangers, errors during the implementation of their strategies in advance. Control is both the end of one control cycle and the beginning of another. It is the control function that provides continuity and feedback in the management process, allows to evaluate the effectiveness of the implementation of the planned tasks. The absence of mandatory control leads to the formal development and implementation of strategic development plans of the respective companies.

A modern type of control mechanism in the system of strategic management of state joint stock companies is considered to be the mechanism of strategic

audit. In professional literature, there are different views on its essence. Thus, the researchers note that strategic audit measures the degree of consistency of the strategy with the relevant resources, strategic and external environments, competitive positions of the enterprise, and therefore the relevant checks act as an important diagnostic tool for strategic decision-making. [12, p.189]. In addition, it is noted that strategic audit is a tool for collecting, accumulating and analyzing the necessary information for the development of business goals and strategies, including the positioning of the company in the market [28, p. 113]. The main difference between strategic audit and other types of control is the presence of the future research function. The objects of the strategic audit are the general development strategy of the company and its financial, production, marketing components, alternatives and policies of their implementation. In addition, the strategic audit examines the company's development strategy to meet the interests of its security, which is especially important for the state as the controlling owner of the respective state-owned companies.

The strategic audit process is a multi-step process. At the same time, the overall cycle of strategic audit is planning and conducting research, reporting, tracking results. In international practice, one of the important methods of strategic audit is the preparation of certain forms — lists of issues for a comprehensive analysis and identification of the main advantages and possible “failures” of the development strategy of the enterprise and its individual units. This allows to prevent strategic errors or correct them in time.

It should be noted that in the case of strategic management of public sector joint stock companies, researchers identify two main levels of such management — the state (state level) and corporate (company level) [7, p. 218–220; 9, p. 225–227]. These levels differ in terms of coverage of the groups interested in the company's activities and, as a result, have a specific understanding of its main purpose. At the state level — the development and promotion of the efficiency of the public sector of the economy, the implementation of socio-economic functions of the state, and at the corporate level — improving the welfare of shareholders, profit and growth of the company's capitalization. For the successful development of a model of strategic management of state joint stock companies, the existence of a goal is a necessary prerequisite, which is determined by the state for each of them and is based on the clarification of public interests. The existence of the stated objectives of the functioning of the relevant business companies creates the ground for establishing the principles of relations between the state and private shareholders and investors. This avoids mutual distrust of corporate conflicts and lack of understanding by potential investors of the reasons for the adoption of public-managerial decisions. Therefore, strategic management of joint-stock companies with the state share in the capital is hierarchical, complex and involves the use of a number of specific mechanisms of corporate management.

Corporate management mechanisms used in the system of strategic management of state joint stock companies act as a means of harmonizing the interests

of stakeholders (the state shareholder, other shareholders, if any, the executive bodies of the company, investors, and the like). Researchers [8, p. 104–105; 9, p. 155–156] classify the mechanisms of corporate management, which are used in particular in the implementation of the strategic management system of state joint stock companies, internal and external.

As you can see, the internal mechanisms of corporate governance of state joint stock companies are directly related to the resources and capabilities of the company, while the external ones are related to the environment in which the company operates.

Note that in the mechanism of corporate management of state joint stock companies the key role is played supervisory boards, which are entrusted with the task of implementing strategic management in accordance with the goals set by the state. To do this, the supervisory board must have the appropriate powers, qualifications and be independent, that is, free from political influences, conflicts of interest. In order to increase the independence of the supervisory board, developed countries introduce special qualification requirements for members of the Board of Directors, the term of re-election, de-

termine possible reasons for dismissal, the amount of remuneration, etc. For the same purpose, the presence of independent directors on the supervisory boards of both state-owned enterprises and private enterprises is mandatory in most countries of the world.

The quantitative and qualitative indicators of the Institute of independent directors vary depending on the national characteristics of the countries and their understanding of the importance of “independence”, but adhere to the following general rules: first, independent directors are not in any (except for their membership in the management bodies of the company) direct or indirect material relations with the company and, secondly, they must express their opinions, guided solely by the interests of the company. In most member states of the European Union and/or the Organization for economic co-operation and development, it is regulated at the legislative level that in the supervisory boards of corporate enterprises the vast majority of members of supervisory boards are independent directors. Often such independent directors are attracted from the private sector and are recognized experts in their field [29, p. 6; 30, p. 33].

Table 2

Mechanisms of corporate management of state joint stock companies

Internal	External
<ul style="list-style-type: none"> • control of the Supervisory Board over the activities of the Executive body of the company; • internal audit (control) system of the company; • the system of remuneration of managers; • control over the company’s activities by major shareholders and creditors of the company 	<ul style="list-style-type: none"> • market competition; • mergers and acquisitions; • influence of media on the activities of societies; • judicial protection of the rights of shareholders, creditors and other participants in corporate relations

The table is made by the author on the basis of generalization of materials [8, 9].

Researchers consider the development of a strategy of its functioning in the relevant market, sector, industry to be an important mechanism of strategic management of state joint stock companies, [31, p. 7; 32, p. 55–56]. A. Chandler [14, p. 13] clearly indicates that the strategy is the definition of the main long-term goals of the company, the adoption of a course of action and the allocation of resources necessary to achieve these goals. A more comprehensive look at the understanding of the essence of the strategy was presented by G. Mintzberg [17, p. 11]. He considered the company's strategy as a set of five "P": Plan (pre-designed/planned actions); Pattern (principle of behavior, well-defined sequence of actions); Position (search for the most profitable position in the market); Perspective (future dream, which is shared by all participants of the company and to which they aspire); Ploy (reception with which you can defeat competitors).

K. Andrews [33, p. 27] defined the strategy as "a decision-making model by which the company defines strategic goals and objectives, develops policies and plans to achieve these goals, determines the scope of economic activity, the target organizational structure, as well as the essence of the economic and non-commercial benefits that will receive shareholders, employees, consumers and the local community".

Ukrainian researcher A. Rachynskiy considered different approaches to the essence of strategy in public administration: 1) strategy as a concept close to the concept of strategic vision; 2) identification of strategy and action plan; 3) strategy as a process [5, p. 57].

Generalization of the above definitions leads to the conclusion that the strategy is the result of the strategic management process, in particular – strategic planning. It is drawn up for a period of 5–10 years or longer, but the specific duration of the strategic planning horizon depends on the industry and the scope of the enterprise [27, p. 5–6].

When developing the strategy of the state joint stock company, it is necessary to take into account the two-level management system of these economic structures, the presence of the state and corporate level. At the state level, the system of authorized bodies of power forms the corresponding state strategy, and at the corporate level – the corporate strategy for each individual state joint stock company. The state strategy is complex and involves the establishment of the main directions and priorities for the development of strategic sectors of the economy. It is a long-term formal document, which is approved by the authorized body (usually – the government) and has the following components in its structure: analysis of the environment of the company (external, internal environment, SWOT), definition of vision, mission, strategic objectives, stages of their implementation, results and assessment indicators, potential risks and means of their management, procedures for strategy revision.

At the corporate level, this state strategy is decomposed into separate strategies of state joint stock companies. This corporate strategy is executed in the form of a special document that contains: the mission and vision of the state joint-stock companies, the

strategic objectives of the activities, mechanisms for their achievement, allocation of resources taking into account the priorities of shareholders, in the first place – the state as a controlling owner.

In the future, the corporate strategy, if necessary, can be decomposed into functional strategies. The functional strategy of state joint-stock companies is the strategy of the company's divisions that ensure its operational processes and plans. Functional strategies usually are developed for 1–3 years [27, p. 5–6]. An existing strategy requires a periodic assessment of its relevance as well as compliance with internal threats and internal capabilities. As a rule, such an assessment is carried out annually.

Consequently, the mechanisms of strategic management of state joint stock companies can be classified according to various criteria, but a significant variety of these mechanisms in the modern market economy are the mechanisms of strategic management on a functional basis, namely: the mechanism of strategic planning, the mechanism of strategic organization, the mechanism of strategic motivation, the mechanism of strategic control, as well as the mechanism of corporate governance. The result of interaction of the above mechanisms is the developed strategy of development of the state joint stock company, including ensuring its implementation.

Conclusions and prospects for further research. The analysis allowed to determine that it is advisable to understand the mechanism of strategic management of state joint stock companies as the hierarchical system of practical influence of public authorities on the

development of joint stock companies of the public sector of the economy in order to coordinate and achieve long-term goals of the main stakeholders of the company. One of the main classifications of such mechanisms is functional. In addition, the use of corporate governance mechanisms is necessary to ensure their effective operation.

The author considers the following directions to be the most promising areas of further research: defining institutional constraints and incentives for the implementation of strategies of joint stock companies of the public sector of Ukraine, which are inherent in the modern practice of domestic public administration.

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ELECTRONIC VOTING – WAYS TO IMPLEMENTATION OF THE ELECTRONIC MECHANISMS OF DIRECT DEMOCRACY IN UKRAINE

Abstract. The article is devoted to the research of the concept, forms of electronic voting and approaches to its organization in the countries of Europe, Asia and the USA. The normative regulation of this sphere is shown in European and domestic legislation. The formation of the national e-governance system is shown. It is analyzed that the main purpose of electronical voting technologies is the person's exercise of his will, as well as the process of counting votes, without mediating interference, which may affect the result (maliciously or under the influence of the human factor).

It is grounded that the electronic voting system has already been introduced in many countries around the world: the USA, Canada, Brazil, India, Belgium, Australia, Estonia, and South Korea. In the UK, Germany, France, Spain, Portugal, Italy, Norway, Switzerland, Russia, Kazakhstan, Japan, and China experiments are being carried out on its use. However, it is proved that the most interesting and one of the most successful is the experience of Estonia, the basis of the system of electronic voting which is the use of the Internet, and also a special identification card (ID-card), which certifies the identity of the voter, is considered fair.

It is noted that the introduction of the electronic voting mechanism contains potential risks and disadvantages of use, including: vulnerability of computer systems (viruses, hacking attacks, etc.); distrust of a large part of the population to the technology of electronic voting; the possibility of manipulation and third-party interference in the will of the will; the lack of opportunity to obtain evidence of an offense in the event of suspicion of falsification and, accordingly, to effectively challenge the offense; significant cost of technology at the implementation stage; unavailability of the Internet for a large part of the population; the lack or low level of computer literacy of certain categories of citizens; an increase in the “digital divide” of society. It is proved that the expansion of the sphere of application of various forms of electronic voting, which are already actively implemented in Ukraine, contribute to a more complete involvement of the public in public-public dialogue and the political process, first and foremost, among young people – the most receptive to technological innovations and, at the same time, not the most skeptical about the usual democratic institutes of a public group.

Keywords: elections, electronic democracy, electronic voting, types of procedures for electronic voting, Internet voting, technical means of electronic voting.

ЕЛЕКТРОННЕ ГОЛОСУВАННЯ – ШЛЯХ ДО ВПРОВАДЖЕННЯ ЕЛЕКТРОННИХ МЕХАНІЗМІВ ПРЯМОЇ ДЕМОКРАТІЇ В УКРАЇНІ

Анотація. Стаття присвячена дослідженню поняття форм електронного голосування та підходів до його організації у країнах Європи, Азії та США. Показано нормативне регулювання цієї сфери в європейському та вітчизняному законодавствах. Висвітлено становлення національної системи електронного врядування. Проаналізовано, що основним призначенням електронних технологій голосування є здійснення людиною свого волевиявлення, а також здійснення процесу підрахунку голосів, без втручання посередників, що можуть вплинути на результат (зловмисно, або під впливом людського фактора).

Обґрунтовано думку про те, що електронна система голосування вже запроваджена у багатьох країнах світу: США, Канаді, Бразилії, Індії, Бельгії, Австралії, Естонії, південній Кореї. У Великобританії, Німеччині, Франції, Іспанії, Португалії, Італії, Норвегії, Швейцарії, Росії, Казахстані, Японії, Китаї проводяться експерименти з її використання. Однак обґрунтовано, що найцікавішим та одним з найбільш успішних справедливо вважається досвід

Естонії, в основі системи електронного голосування якої лежить використання мережі Інтернет, а також спеціальної ідентифікаційної картки (ID-картки), яка посвідчує особу виборця.

Відзначено, що впровадження механізму електронного голосування містить потенційні ризики та недоліки використання, серед яких: вразливість комп'ютерних систем (віруси, хакерські атаки тощо); недовіра значної частини населення до технології електронного голосування; можливість маніпуляцій та стороннього втручання у результати волевиявлення; відсутність можливості отримати докази про правопорушення у випадку підозри у фальсифікації та, відповідно, ефективно оскаржити правопорушення; значна затратність технології на етапі впровадження; недоступність Інтернету для значної частини населення; відсутність чи низький рівень комп'ютерної грамотності певних категорій громадян; збільшення “цифрового розриву” суспільства. Доведено, що розширення сфери застосування різних форм електронного голосування, які вже активно впроваджуються в Україні, сприяти повнішому залученню населення до державно-громадського діалогу та політичного процесу насамперед молоді — найбільш сприйнятливої до технологічних інновацій і, водночас, чи не найбільш скептично налаштованої щодо звичних демократичних інститутів.

Ключові слова: вибори, електронна демократія, електронне голосування, види процедур електронного голосування, інтернет-голосування, технічні засоби електронного голосування.

ЭЛЕКТРОННОЕ ГОЛОСОВАНИЕ – ПУТЬ К ВНЕДРЕНИЮ ЭЛЕКТРОННЫХ МЕХАНИЗМОВ ПРЯМОЙ ДЕМОКРАТИИ В УКРАИНЕ

Аннотация. Статья посвящена исследованию понятия форм электронного голосования и подходов к его организации в странах Европы, Азии и США. Показано нормативное регулирование этой сферы в европейском и отечественном законодательстве. Освещено становление национальной системы электронного управления. Проанализировано, что основным назначением электронных технологий голосования является осуществление человеком своего волеизъявления, а также осуществление процесса подсчета голосов, без вмешательства посредников, которые могут повлиять на результат (злонамеренно, или под влиянием человеческого фактора).

Обосновано мнение о том, что электронная система голосования уже внедрена во многих странах мира: США, Канаде, Бразилии, Индии, Бельгии, Австралии, Эстонии, Южной Кореи. В Великобритании, Германии, Франции, Испании, Португалии, Италии, Норвегии, Швейцарии, России, Казахстане, Японии, Китае проводятся эксперименты по ее использованию. Однако обоснованно, что самым интересным и одним из самых успешных справедливо считается опыт Эстонии, в основе системы электронного голосования которой лежит использование сети Интернет, а также специальной идентификационной карточки (ID-карты), которая удостоверяет личность избирателя.

Отмечено, что внедрение механизма электронного голосования содержит потенциальные риски и недостатки использования, среди которых: уязвимость компьютерных систем (вирусы, хакерские атаки и т. п.); недоверие значительной части населения к технологии электронного голосования; возможность манипуляций и постороннего вмешательства в результаты волеизъявления; отсутствие возможности получить доказательства правонарушения в случае подозрения в фальсификации и, соответственно, эффективно обжаловать правонарушения; значительная затратность технологии на этапе внедрения; недоступность Интернета для значительной части населения; отсутствие или низкий уровень компьютерной грамотности определенных категорий граждан; увеличение “цифрового разрыва” общества. Доказано, что расширение сферы применения различных форм электронного голосования, которые уже активно внедряются в Украине, способствовать более полному вовлечению населения в государственно-общественный диалог и политический процесс, в первую очередь молодежи — наиболее восприимчивой к технологическим инновациям и одновременно едва ли не самой скептически настроенной относительно привычных демократических институтов.

Ключевые слова: выборы, электронная демократия, электронное голосование, виды процедур электронного голосования, интернет-голосование, технические средства электронного голосования.

Formulation of the problem. The right of the people as a carrier of sovereignty and the sole source of power in Ukraine to directly exercise power is guaranteed by the Constitution (Article 5, Part 2). To ensure the realization of this inalienable right, first of all, various forms and mechanisms of direct (straight) democracy are called. Ukrainian legislation provides for such forms of direct democracy as elections, referendum, public hearings, people's initiative, general citizens' meeting and other forms of people's will, public opinion, etc. that are not prohibited by law, that are characterized by voting, discussion and holding of meetings. Ensuring the constitutional rights of the citizens and the development of democracy depends on the qualitative

preparation and holding of elections and referendums [1]. The current voting system is costly, unprotected from administrative pressure and unauthorized interference. Numerous facts of falsification of voting results undermine the trust of citizens in representative bodies and generate political apathy.

In today's information society the use of so-called “electronic democracy” has become widespread. Electronic democracy is characterized by widespread use of information and communication technologies for the implementation of democratic procedures and the involvement of the public in the process of shaping the public policy. The importance of studying the phenomenon of electronic voting is due to the fact that its introduction will expand the

possibility of involving citizens in decision making of national importance, minimizing the influence of the human factor on the counting of votes and contributing to the formation of the civil society in Ukraine.

Analysis of the recent research and publications. The issue of implementing electronic voting tools and approaches to its organization in other countries was the subject of scientific research by such domestic and foreign authors as I. H. Sidenko, M. S. Mikhrovska, N. V. Hrytsiak, S. H. Solovyov, M. N. Grachyov, O. Yu. Pyeskova, I. Yu. Polovko, S. V. Fateyeva, A. A. Nasybulin, M. Yu. Mostova, N. V. Tytovska, D. A. Kravets, D. V. Uhryumov, V. N. Khalyzyev, K. Yu. Matrenina, S. A. Ovchynnikov. In the domestic science the international experience of electronic voting has not been studied enough.

The purpose of the article is to analyze various forms of electronic voting in foreign countries in view of the prospect of implementation in Ukraine.

Presenting the main material. Electronic voting (e-voting) is a comprehensive term that combines several different types of voting, covering both the process of electronically voting and the process of automatically counting votes using electronic devices and special software. Electronic voting is one of the tools of electronic democracy. Ukrainian legislation defines electronic voting as a vote on any public issue, including participation in polls, elections, referendums, involving the use of electronic means for the identification and counting of the votes [2].

The primary purpose of the electronic voting technology is to exercise the

will of the person, as well as the process of counting votes without the intervention of intermediaries, which may affect the result (maliciously or under the influence of the human factor).

Under electronic voting technologies it is understood: punch cards and optical scanning systems for ballots, special "voting kiosks" (including autonomous direct voting systems, for example, used by deputies during voting in the Verkhovna Rada). Also, electronic technologies can be used to transmit ballots and votes using phones, isolated computer networks or the Internet [3].

Types of electronic voting procedures:

Remote voting using Passport ID and the Internet. Voting process: the voter connects his ID card to the card reader, goes to the CEC website, logs in with the PIN code and gets to the electronic bulletin, votes and confirms with the pin his/her choice. The voter's vote has already been processed, counted and made public online.

Physical voting at the polling stations with the counting using electronic urn. This voting process is similar to the traditional, but each bulletin is thrown away not in simple plastic urns, but in a digital urn that is connected to the Internet and after reading the bulletin, the system automatically recognizes the vote and counts the results.

Voting using special digital terminals. Special digital terminals are computers with touch screens, such as those that replenish your mobile account. Such terminals can be multifunctional with the possibility of authorization through the Passport ID-card or by using an ordinary passport through the

provision of a special number for voting from members of the commission [4].

The most common material and technical means.

1. ***Vote-recording Technologies*** – the filled in ballot is placed in the electoral machine that registers the result of the expression displayed on the ballot paper or other card and automatically calculates the results of voting.

2. ***Punched Card*** is used together with voting machines that leave the hole in the punch card, which is the process of voting, after which the voter drops the punch card to the election urn.

3. ***Optical Scan Marksense*** provides for the electoral machine to read information by optical means.

4. ***Direct-recording Electronic Voting System – DRE*** – this is a voting by recording a voice using an electronic display equipped with mechanical or opto-electronic components that can be activated by the voter; while the voter's choice is processed using a computer program [5].

It is worth noting that in the world there are a variety of electronic voting systems that are constantly being tested, modified, supplemented and developed. The world's first mechanized voting equipment was patented in the United States in 1892. For centuries the United States has been practically the only supplier of voting equipment throughout the market. Systems used in the United States included lever equipment, perforation equipment, direct electronic voting (DRE) and optical reading equipment (OMR). Electronic voting complexes are widely used in local and federal elections in the United States. In 2002 the federal law

“Help America Vote Act” was passed in order to escape from paper ballots, lever devices (voters twist a lever next to the candidate's name) and punched card machines (along with the names of candidates on special cards punches open). Already in 2004 29 % of registered voters used direct-recording electronic (DRE) machines.

Today in the US, in most polling stations, electronic voting machines equipped with a punch tape were replaced by touch-screen system. The voter should only click the screen a few times making his choice. This new technology cost four billion dollars and was introduced at polling stations in 42 states of 50. On the part of US polling stations there are also former voting systems: regular ballot papers that need to be ticked, old punch cards in which holes need to be pierced, and optical machines. In some states you can vote by mail (this is the most popular method in Oregon) and even on the Internet. However, voting by mail in different states is regulated differently. In some states ballots of the absent voters are accepted only until election day, in others – after too [6].

The most common form of e-voting in RF is the use of optical scanning complexes for election ballots, that is electronic ballot boxes. The recent example of the introduction of electronic urns is the election of the President of the RF in 2018 where polling stations were equipped with complexes for processing election ballots with a total of 10000 units. Such complexes consist of accumulated for bulletins and receiver devices located on the lid of the election box, which combines all electronic hardware the basis of which is a micro-

processor with a scanner connected to it. For storage of the complex is provided with a permanent storage device, there is also the ability to connect an SD memory card. The use of such complexes minimizes possible falsifications of the results at the vote counting stage, but they are not protected from the so-called putting of counterfeit ballots [7]. Among the CIS countries the most massive electronic technologies in the field of elections were applied at the elections of the head of state in the Kyrgyz Republic in 2017. For the first time electronic information and election systems (IES) were used, which included automatic read-out boxes (ARB), special protected data transmission channels, software, central server and website. With them there were equipped 374 polling stations throughout Kyrgyzstan [8].

Electronic voting system has already been introduced in many countries around the world: the USA, Canada, Brazil, India, Belgium, Australia, Estonia, South Korea. In the UK, Germany, France, Spain, Portugal, Italy, Norway, Switzerland, Russia, Kazakhstan, Japan, and China experiments are being carried out on its use.

However, the most interesting and one of the most successful is fairly the experience of Estonia, the basis of the system of electronic voting is the use of the Internet, as well as a special identity card (ID-card) that identifies the identity of the voter. In Estonia the procedure for electronic voting was enshrined in several normative legal acts: the Law "On Elections to Parliament" of June 12, 2002, the Law "On Elections to the European Parliament" of December 18, 2002, the Law "On Elections

to Local Self-Government" of March 27, 2002, the Law "On Referendum" of March 12, 2002. Since 2005 an electronic voting without any exceptions is held in all the elections. In 2005 9317 voters voted online, and in 2015 elections to the Parliament of Estonia via the Internet were given 176 329 votes, which is 30,5 % of the total. In the 2019 elections to the Parliament of Estonia 247 232 votes, 43,8 % of the total, were submitted through the Internet.

How does the Internet voting in Estonia go? The physical presence of a person in the polling station is not required. Any Estonian can vote through the Internet being anywhere in the world and at any time of the day.

Through the computer the voter must use an ID card (ID-card) with a built-in chip that identifies the person with the document along with the passport. You also need to have a device that reads for such a card and download a special program from the site of the electoral. After this the voter goes to the electoral site, places his card on the reader and votes for his candidate.

The electronic voting is open one week before the election date. Moreover, at this time, the voter can vote as many times as possible. He can vote for the same candidate every other time or change his preferences all the time. But at 00 o'clock in the day preceding the official election date the electronic voting closes. As a result only the last option chosen by the voter is taken into account. And if a person comes to the poll and votes with the help of a regular ballot, then his electronic voice is reset and is counted only the physically given one.

In addition, electronic voting is possible through special terminals with touch screens in the polling stations. This option requires the voter turnout at the polling station, but he knocks off the problem of falsifications on the ground — the voter's vote immediately enters the electronic database that is stored on the server of the election commission [9].

The absence of serious violations and wide support for online voting by Estonian citizens make it possible to judge its sufficient reliability, security and legitimacy of the results obtained with its help. However, one should not forget that Estonia is a small state, with an active electoral right in which there are just over 1 million citizens. Therefore, there is no major burden on the remote electronic voting system unlike states where the number of voters is tens of times higher and in which the system may give rise to failures with greater probability [9].

The use of reliable and objective means of voting and the protection of their results has been the subject of repeated discussions at the international and European levels, as set out in particular in a number of reports of European Commission for Democracy through Law — Venice Commission devoted to issues of correspondence of remote voting (mail voting or electronic voting) to the Council of Europe standards.

In a report approved on March 12–13, 2004, the Venice Commission warned of the need to take additional measures to minimize the risk of fraud and identified 5 principles that reflect the foundations of European democracy and are equally suitable for

both election campaigns and referendums:

1. Universal right to vote: all the people have the right to vote.
2. Levels of voting rights: each voter has an equal number of votes.
3. Freedom of vote.
4. Secrecy of the right to vote.
5. Direct right to vote.

In view of this, the Venice Commission recommended the following: electronic voting can only be used provided that:

- the system is safe/secure and reliable;
- the electronic voting system should be transparent, i.e.
 - provide an opportunity to verify its functioning;
 - the voters should have the opportunity to receive confirmation of their choice and
 - fix it in case of error;
 - in order to facilitate the recalculation of the votes in the event of a conflict situation, a procedure for the printing of votes may be envisaged [10].

The Committee of Ministers of the Council of Europe, recognizing that in recent years the use of information and communication technologies by member states has increased significantly during the elections, on June 14, 2017, adopted new Recommendations on the rules of electronic voting. The new Recommendations are considered to have lapsed the former Recommendations (2004) to eleven member states on the legal, organizational and technical standards for electronic voting in 2004, as well as the new regulation of the organization and conduct of electoral voting in the elections in the member states of the Council of Europe. This document

defines the following electronic voting objectives: enabling the voters to cast votes from places other than polling stations in their constituencies; facilitating the voter's vote; facilitating participation in elections and referendums of the citizens who have the right to vote and live or are abroad; expanding access to the voting process for the voters with limited personal attendance at the polling station and the use of equipment available there; increasing the turnout by providing additional voting methods; the relevance of voting and the level of development of society and the increase in the use of new technologies as a means of communication and participation of the citizens in democratic processes; decrease with time the total expenses of the bodies conducting elections or referendums; reliable and quick notification of the results of the elections [11].

In Ukraine, at the state level, a number of measures have been taken to establish a national electronic governance system. In accordance with the Concept for the development of electronic democracy in Ukraine, approved by the Cabinet of Ministers of Ukraine from November 8, 2017, the period between 2017 and 2018 is intended to form the basis for the introduction of electronic voting, as well as electronic electoral process, electronic referendums and electronic plebiscites, and direct implementation this system should take place by 2020. [2] At the same time, the absence in Ukraine of a methodology for assessing the development in the field of electronic democracy does not allow to objectively assess the processes associated with the mentioned issues.

For our country the introduction of the electronic voting system is not limited to the level of discussions. Thus, an attempt to fix the e-voting at the legislative level (albeit at the level of the concept) was fixed in 2011, when the bill № 8656 "On the concept "Implementation of the Electronic Voting System" was registered in the Verkhovna Rada.

The author of the legislative initiative, the People's Deputy of Ukraine O. I. Tyshchenko, drew attention to the fact that "the traditional electoral system in Ukraine is too costly and requires the participation of a large number of people in the preparation, organization of the elections and the formation of incoming information at the stage of counting votes, which leads to spending significant funds from the state budget of Ukraine, the possibility of distorting incoming information for counting votes and considerable time expenditures". Therefore, the document was proposed to lay the foundation for the introduction of the latest information technology in the electoral process. However, the bill was later revoked and discontinued.

It is worth noting another experience of Ukraine on this issue, that, although it can not be considered a complete attempt to introduce e-elections, however, may well simplify and bring about such a transition in the future. In this context, you can highlight:

- the introduction of biometric passports of the citizens of Ukraine, as well as internal passports in the form of ID-cards that in the future can be used to identify the voter during the electronic voting;

- now the citizens of Ukraine have the opportunity to receive an electronic digital signature that may also be needed when introducing e-voting;

- today, on the eve of the presidential and parliamentary elections, the Ukrainians are able to check their presence on the electoral rolls online – through a special service on the website of the State Register of Voters, which is already a significant step forward towards electronization of the electoral process;

- not a less achievement in this context can be considered the transition of the CEC to procurement through the electronic system PROZORRO of gradual electronization of the activities of the CEC [12].

Studying the world experience of implementation shows that attention should also be paid to the potential risks and disadvantages of the use of the electronic voting mechanism: the vulnerability of computer systems (viruses, hacker attacks, etc.); distrust of a large part of the population to the technology of electronic voting; the possibility of manipulation and third-party interference in the results of the exercise of will; the lack of opportunity to obtain evidence of an offense in the event of suspicion of falsification and, accordingly, to effectively challenge the offense; significant cost of technology at the implementation stage; unavailability of the Internet for a large part of the population; the lack or low level of computer literacy of certain categories of citizens; an increase in the “digital divide” of the society. One of the main reasons is the inability to provide information security in the face of the continuing threat of cyber-intervention by

Russia. According to Freedom House, Russia only in 2017 intervened in elections in 28 countries of the world.

Conclusions. The development of voting technologies, especially in recent years, has become massive in global practice, and the experience gained now allows us to talk about establishing common standards and requirements for the modernization of the electoral process. Electronic voting represents a new, in terms of efficiency, field of the electoral process and in this regard is of great urgency. This is due, firstly, to the fact that electronic voting is not only a new form of recording the will of the electorate, but also a qualitative leap forward in the development of democracy in general. However, this quality is not in the creation of new forms of democracy, but in fundamentally new, technologically, functioning of democratic institutions.

World experience shows that in order to implement and effectively use electronic voting, a long and coordinated work of the state, political and public organizations, and the expert community to overcome the technical and legal problems that arise when implementing the above-described system will be required. Taking into account the above-mentioned shortcomings and risks of the electronic voting procedure, as well as the lack of experience, its use requires a cautious and well-considered position regarding the use of Internet technologies during the exercise of the will. At the same time, in an era of intensive development of information space and information society, it is impossible to stand aside the technological progress. However, the condition for the use of electronic vo-

ting mechanisms in Ukraine should be guarantees of the safety of its implementation. In addition, electronic voting should be used as a parallel form of traditional expression of will, and not as a single, non-alternative mechanism of electing the power.

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TOURISM AS A MOBILE WAY FOR BUILDING HORIZONTAL TRUST

Abstract. In the article, the author analyzes tourism as an informal factor for the establishment of interpersonal trust between representatives of various cultural communities. Having systematized the reflections of well-known futurists and sociologists, we come to the conclusion that the current civilization has gained radically new qualities, the embodiment of which is the individual-tourist model. The orientation of diplomacy to informal actors and network interactions turns tourism into a kind of intermediary between social strata. Tourism is presented as a method of forming a positive image of the state and increasing its influence at the global level. The author also focuses on the features of the trusting impulse due to the mixing of virtual and real space, which is clearly demonstrated by the practice of hospitality sites. Using the cognitive and emotional components of tourism, it is possible to significantly expand the narrow circle of confidential personalities typical of most people and increase the reserves of world

social capital. These elements echo the characteristics of the trust phenomenon, which a lot of scientists have repeatedly pointed out. Defining the advantages of tourism in cross-cultural exchanges, the author points to possible obstacles for appearance of any trust basis. The presence of a subjective view towards things or events belongs to the least controlled interference among them. Except of, the author assesses the potential of Ukraine regarding the development of internal and external tourism, identifying it as a factor for attracting foreign investment and political partners. The absence of tangible reforms and a strategic plan at the level of state structures does not at all contribute to improving the situation in such a promising area. The author proposes to focus on the development of territorial branding, as well as improving the infrastructure and security necessary to meet the basic needs of tourists.

Keywords: trust, tourism, migration, space, mobility.

ТУРИЗМ ЯК МОБІЛЬНИЙ СПОСІБ ФОРМУВАННЯ ГОРИЗОНТАЛЬНОЇ ДОВІРИ

Анотація. Автор аналізує туризм як неформальний фактор для встановлення міжособистісної довіри між представниками різних культурних спільнот. Систематизувавши роздуми відомих футуристів і соціологів, ми доходимо висновку про набуття нинішньою цивілізацією кардинально нових якостей, втіленням яких є модель індивіда-туриста. Туризм постає методом формування позитивного іміджу держави та посилення його впливу на глобальному рівні. Орієнтація дипломатії на неформальних акторів і мережеві взаємодії перетворює туризм на своєрідного посередника між соціальними стратами. Автор також акцентує увагу на особливостях появи довірчого імпульсу внаслідок міксування віртуального і реального простору, що наочно демонструє практика гостьових сайтів. Використавши когнітивну та емоційну складові туризму, можна істотно розширити вузьке коло довірчих особистостей, характерний для більшості людей, і збільшити резерви світового соціального капіталу. Окреслені елементи перегукуються з характеристиками феномену довіри, на які неодноразово звертали увагу вчені. Виділивши переваги туризму в крос-культурних обмінах, автор перераховує можливі перешкоди для формування довірчого базису. Наявність суб'єктивного погляду на речі або події належать до найменш контрольованих перешкод серед них.

Крім цього, автор оцінює потенціал України щодо розвитку внутрішнього і зовнішнього туризму, визначаючи його як фактор залучення іноземних інвестицій і політичних партнерів. Відсутність відчутних реформ і стратегічного плану на рівні державних структур аж ніяк не сприяє поліпшенню ситуації у такій перспективній галузі. Автор пропонує зосередити увагу на розробці територіального брендингу, а також удосконалення інфраструктури і безпеки, необхідних для задоволення базових потреб туристів.

Ключові слова: довіра, туризм, міграція, простір, мобільність.

ТУРИЗМ КАК МОБИЛЬНЫЙ СПОСОБ ФОРМИРОВАНИЯ ГОРИЗОНТАЛЬНОГО ДОВЕРИЯ

Аннотация. Автор анализирует туризм как неформальный фактор для установления межличностного доверия между представителями различных культурных общностей. Систематизировав размышления известных футуристов и социологов, мы приходим к выводу об обретении нынешней цивилизацией кардинально новых качеств, воплощением которых является модель индивида-туриста. Туризм представляет собой метод формирования позитивного имиджа государства и усиления его влияния на глобальном уровне. Ориентация дипломатии на неформальных акторов и сетевые взаимодействия превращает туризм в своеобразного посредника между социальными стратами. Автор также акцентирует внимание на особенностях появления доверительного импульса вследствие миксирования виртуального и реального пространства, что наглядно демонстрирует практика гостевых сайтов. Используя когнитивную и эмоциональную составляющие туризма, можно существенно расширить узкий круг доверительных личностей, характерный для большинства людей, и увеличить резервы мирового социального капитала. Обозначенные элементы перекликаются с характеристиками феномена доверия, на которые неоднократно указывали многие ученые. Выделив преимущества туризма в кросс-культурных обменах, автор указывает на возможные препятствия для формирования доверительного базиса. Наличие субъективного взгляда на вещи или события относится к наименее контролируемым помехам среди них. Помимо этого, автор оценивает потенциал Украины относительно развития внутреннего и внешнего туризма, определяя его как фактор привлечения иностранных инвестиций и политических партнеров. Отсутствие ощутимых реформ и стратегического плана на уровне государственных структур отнюдь не способствует улучшению ситуации в столь перспективной области. Автор предлагает сосредоточить внимание на разработке территориального брендинга, а также усовершенствовании инфраструктуры и безопасности, необходимых для удовлетворения базовых потребностей туристов.

Ключевые слова: туризм, доверие, миграция, пространство, мобильность.

Problem statement. According to the findings of Ph.D. R. Petrella [1], globalization gives almost all spheres of human activity a new quality of peculiar ephemerality. Mass production of goods, the constant reduction of their shelf life, the requirement of novelty, as well as the instability of personal pre-

ferences, lead to inconstancy and a general renewal of the services offered.

In due time, A. Toffler drew attention to the sharp increase of migration processes in the post-industrial society concerning economic, technological, and informational fields. He noted that these changes lead to the destruction

of stable ties between individual and places that will eventually turn into a self-identification crisis. According to the scientist, “we educate a new race of nomads, but only a few of us can assume the size, significance, and extent of their migration” [2, p. 57]. The modern anthropologist M. Benedikt confirms the opinion expressed, arguing that in the modern world “the very significance of geographic space is beginning to be questioned at all levels of perception. We turn into nomads who never lose contact with each other” [3, p. 42].

Researchers’ reflections make it possible to conclude about the growing role of tourism, which in essence can be considered as an indicator of the transformation towards the socio-cultural reality of postmodern society. Expanding the migration character of civilization, A. Toffler wrote: “We completely “exhaust” the places and get rid of them just as we throw out disposable plates and beer cans. Constant travels became our second kind” [4, p. 64].

Trying to analyze tourism from the semiotic and anthropological viewpoint in the ‘70s of the twentieth century, the American sociologist D. MacCannell was one of the first who demonstrated the evolution of the marked phenomenon from a heroic deed to the universal practice of mastering a friend’s and another’s space. As to D. MacCannell, a tourist is a model of a modern human, a representative of the middle class, who “blend the world in search of experience and additional impressions” [5, p. 14].

Thus, the occurred ideological perturbations forced to radically reconsider the phenomenon of tourism. Nowa-

days, it is increasingly perceived not so much as a way of hanging out, but rather as an effective tool for establishing an equal dialogue between different cultures and increasing external influence on the part of the interested political player. The seriousness and expediency of transformations are confirmed by numerous international pacts that point to tourism as a new kind of popular diplomacy.

Analysis of recent researches and publications. Attempting to identify the relationship between the state’s tourist attractiveness and the tools of public diplomacy, the author familiarized herself with large data from relevant sources. Among the numerous foreign publications devoted to the diplomatic factor are the works of Atkinson C., Wagner C., Van Staden A., Nye J., Dizard W., Cull N., Cooper R., Lichtenstein J., Melissen J., Nossel S., Riordan S., Wilson E. et al.

The role of tourism in the national brand’s formation and the consequent strengthening of international influence are reflected, first of all, in the works of Anholt S. [6] and Olins W. Thus, Olins W., characterizing local branding, directly points out that cultural programs, sports, and tourism in the image structure have a connection with political impact [7, p. 175].

However, despite a significant number of studies, tourism as an informal factor in establishing trust at the global level has only received fragmentary coverage in an economic context. Certain aspects can be found in the writings of Webster C. [8], Ivanov S., Richter L., Hall C. et al. Noteworthy is the publication of T. Cherevychko “Tourism as an Instrument of Public

Diplomacy” [9], devoted to its role in the humanization of interethnic relations. But most domestic scientists focus on the development of tourism in Ukraine rather than assessing its potential in terms of foreign policy interests. Therefore, this topic remains an under-investigated and relevant one.

The purpose of the article is the disclosure of the constructive role of tourism as one of the new forms of mobility for enhancing informal international contacts and ensuring a positive image of the country. The tourist attraction is considered by the author as a significant strategic factor in raising the level of trust in a particular society and a component of the so-called soft power, which relies on cultural achievements.

Presenting the main material. Awareness of tourism as an efficient instrument of public diplomacy contributed to several factors. First of all, it's worth mentioning the impressive globality of the phenomenon manifested in the growing number of tourist flows and the formation of world centers of hospitality services. Stainless steel destinations turn the world into an interconnected environment with well-defined nodes of communication and handling. The latter is presented in the form of metropolises, which determine the corresponding geopolitical orientations.

Secondly, the transparency of national borders, the universalization of values, the spread of new information technologies, put on the agenda the issue of expanding the range of non-state actors who may interact with the foreign public. This contributed to the emergence of the concept of so-called

“new” public diplomacy declared the loss of absolute monopoly to speak on behalf of the nation by the state. The crazy increase in the number of international tourist queries has been observed everywhere since the second half of the 20th century gives the impression that mass flows are not just a chaotic movement of a large number of persons, but form a “special space for social networks and interactions” [10, p. 137]. That is, we see an expansion of actors outside the sovereignty, each of which affects the scale and pace of building “horizontal bridges”.

German researcher V. Welsh pointed out that in the post-modern era, people have to adapt to the so-called “radical pluralism” as regards religious, scientific, political concepts, and everyday practices [11, p. 112]. The individual constantly interacts with the simulacrum of absolutely different cultures, so tourism as an up-to-date simulation of a pilgrimage allows one to touch the sacred dimension of the Other. Paraphrasing the ideas of J. Baudrillard about the “new humanism” of the consumer society [12], it can be argued that tourist trips give an opportunity for a person to completely liberate himself through engaging in new communications and a system of symbols.

Defining the benefits of tourism regarding cross-cultural exchanges, it is worth focusing not only on its mass but also on communication universality. All known levels of interaction are involved in the tourism business, ranging from individual tours to group trips. Thus, it is the mentioned area that provides a chance to trace the transition of an initial impulse of trust, aimed at a narrow family circle, into a broad social

practice, including a network of casual acquaintances and even strangers.

For example, in addition to communicating in a small group of colleagues, tourists make contact with local residents, pursuing their own utilitarian interests. Openness and ease of communion are especially typical for the pilgrim or other event travelers when individuals try to visit holy places or world-class sporting events. Expecting a cordial or neutral attitude from strangers, tourists do not hesitate to establish contacts with interlopers, showing qualities that stimulate the "formation of a trusting basis" [13, p. 8].

Based on the findings of R. Redfield and M. Herskowitz [14, p. 126], the tourist is characterized by two behavioral patterns: adaptation includes cultural inversion and the potential change of part of its inherent stereotypes or reaction, with a complete rejection of the new cultural sample. Of course, tourism would simply cease to exist if the majority of travelers had a negative attitude towards the cultures they visit. Therefore, tourism can be viewed as a kind of litmus pass to certain sociocultural spaces, allowing one to probe the ground for establishing cooperation with representatives of other cultures. So, the initial setting for tolerance and optimism encourages the manifestation of trusting impulses.

Except for positive aspects contribute to the expansion of a narrow circle of "own" persons, we should pay attention to possible obstacles to trust practice. At his time, the American scientist E. Hall formulated the concept of "cultural glasses" [15, p. 81], determining the degree of perception of various cultural codes. According to him, an

alien cultural pattern, as a rule, is subjectively perceived through the prism of own standards.

The collision of the habitual with the unusual one creates a situation of exclusion when a person learns something new in comparison with the phenomena of culture known to him. At the same time, it seems to the subject that he objectively perceives reality, although, in his consciousness, there is only a simulation of the real world based on already established cultural attitudes. He involuntarily transfers own ideas to communication partners, believing that they see the world in a similar way. On this basis, a lot of misunderstandings and conflicts arise since each ethnic community reflects only a part of the experience accumulated by history. It is not surprising that the Polish sociologist P. Sztompka [16] emphasized the importance of the cognitive component in establishing contacts with representatives of other social or ethnic strata.

The level of inflation, crisis, currency exchange difficulties, price inconsistencies with the quality of goods and services, transportation problems, etc. may form a negative perception and, accordingly, lead to the minimization of tourist bonds with the local population. A large role is also played by cultural distance influenced by knowledge of the country's language, internal prejudices, the presence of conflicts, as well as historical memory. If states are in friendly relations that are not overshadowed by mistakes in historical retrospect, the cultural distance is reduced; therefore, it is easier for tourists to adapt within such an environment.

Time for a trip also has a certain value for successful communication. The shorter the duration of the arrival, the lower the period, respectively, is given to the tourist for interaction with carriers of a different culture, which often leads to its inadequate perception. The brevity of the stay does not give a full-fledged opportunity to “immerse” in another cultural dimension, while the foreign language environment serves as the barrier to intensive ties.

As we may observe, the phenomenon of tourism is quite controversial in its content. On the one hand, it envisages the freedom to choose and join in the diversity of the socio-cultural life of mankind. On the other hand, global tourism expansion raises the issue of the threat of changing the orientation of identity. The most dangerous consequence is the risk of value degradation, as well as the construction of artificial space identity based on social stereotypes.

Nonetheless, informal contacts arise through tourism promote closer and more frank interaction, as well as stimulate the emergence of empathy. The latter is embodied in the format of cognitiveness and expressiveness. Turning to the cognitive function of rationality, the tourist learns to relate “own” and “alien”, realizing the points of potential contiguity [17, p. 178]. Expressiveness is expressed in the ability to capture the similarities and differences in emotional responses and behavioral patterns. Thus, the tourist is able to bypass acute problems and cause a positive impression, both about his own person and his country of origin.

Mobility used to be an instrumental value since it allowed the appro-

priation of a certain physical space and the redistribution of capital is gaining new significance in the postmodern era. Movement becomes an inalienable right to use places, goods, and services. Mobility appears not as a hard necessity, but as an alternative to improving one’s own life positions.

In the tourism system, the forms aimed at supporting the vitality, standardization of the forms of consumption of mass culture products and the formation of universal behavioral models are currently prevailing. Informatization processes generate the substitution of the individual perception of time and space by global analogs, which seek to combine reality, virtuality, and technology. Of course, the indicated “triad” directly influences the sphere of tourism business.

J. Germann Molz was one of the first who declared about new models of community and sociality, arising in the process of intersection between communication technologies and physical reality of travel. In her book “Tourism, Technology, and Togetherness in a Mobile World”, she tells about an American who literally did not part with a laptop [18, p. 72]. A similar experience gained the denomination of flash-packing, previously used in relation to independent travelers who actively use technological innovations.

One of the new tourist forms of mobility has become virtual guest networks. As early as 2000, the Hospitality Club was founded, bringing together more than 320,000 members from 200 countries. In 2005, GlobalFreeloaders.com intercepted the baton, the number of participants exceeding 89,000 at the moment. The number of users in Zotel,

BeWelcome, Tripping, WarmShowers.org, Workaway.info, and GoCambio varies from 13 to 100 thousand [19, p. 74].

As a vivid example of the global Internet community, based on the principles of trust and interchange, we should cite an international hospitality network Couchsurfing. Nowadays, it unites more than 14 million persons from 200 thousand cities of the planet [20]. Couchsurfing has become the world leader in alternative tourism and a source for anthropological and social research. Among other things, this phenomenon of interethnic relations through the Internet space is interesting for the visual intersection of the virtual and real vectors.

Traditionally, travelers not only spend the night at local residents but also participate in their daily activities. This allows them to establish closer contacts, as well as a closer acquaintance with the culture and way of life of aliens. In other words, the new cultural model acquires the character of a familiar external environment. Its distance is transformed into intimacy, its unfilled structures are filled with life experiences, while its anonymous content becomes concrete social situations.

The Couchsurfing project represented a commercialized form of tourism. Since money, gifts or free living as a manifestation of a material value play a subordinate role in the mentioned social exchange, it is worthwhile to assume that there is another kind of benefit for the parties involved. These advantages can be characterized by the category of "empirical capital" because they represent an area of forming the

unity of personal meanings, skills, and cultural adaptation, systematized and transformed into a carrier of exhaustive information [21, p. 75].

As a result of such reciprocal exchange, the next forms of empirical resource arise, namely: an increase in self-esteem, cognition, an internal sensation of heat due to the aid provided, and self-authentication. Some scientists, such as D. Fennell [22, p. 107], come from more pragmatic reasons. In particular, the examiner proposes to analyze the relations of social exchange through the theory of mutual altruism. It assumes that cooperation takes place in view of the likelihood of gaining benefit from the other party in the near or distant future. Thus, Couchsurfing is an investment in personal social capital formed at the international level.

It is worth noting that this network offers a special approach to the formation of a trusting impulse. In addition to the complete abandonment of virtual anonymity that exists within numerous online services, in the profile of each user, you may find both personal information and evidence about whether you can trust him or her. The indicated kind of data is based on a well-designed system of reviews that cannot be erased.

So, Couchsurfing provides its members with a sense of social support during their stay in an unknown area. Hellwing K. sums up that the Internet just proposed us with a new way of doing things, while Couchsurfing responded with an innovative model of hybrid online-offline community allows overcoming geographical and cultural boundaries through emerging social trust and a sense of belonging [23, p. 117].

Conclusions and perspectives of further research. Against the backdrop of the objective need to strengthen communication strategies, the development of support programs for domestic and international tourism in Ukraine can become an effective vector for building a positive state's reputation in global information and tourism flows, an indicator of security and openness, as well as a factor in attracting investment and foreign exchange earnings.

Ukraine objectively possesses a lot of resource and infrastructure prerequisites for the transformation of tourism into a factor of socio-economic stability and public diplomacy. Socio-political and market changes in post-Soviet Ukraine allowed the formation of steady flows of international visits and turned our country into an influential tourist destination. Even though the tourism policy of recent years was characterized by inconsistency, constant fluctuations of the central government, lack of efficient sector support projects, Ukraine has shown good figures for the number of international tourist arrivals until 2014 [24, p. 31].

True, the military-political confrontation with Russia led to a sharp decrease in the latter and impacted the radical reformatting of the spatial structure. It is obvious that, against the backdrop of an anti-terrorist operation in the east, some foreigners are worried about staying within the country, which is being used and heated by Russian mass media.

The situation is complicated by the elimination of the central governing body in the field of tourism, whose functions now lie on the newly created tourism and resorts management wi-

thin the Ministry of Economic Development and Trade. It is rather indicative that over the years of independence, the central government has undergone fundamental reorganizations as much as 7 times, which, of course, did not contribute to ensuring the efficiency of work. In the course of numerous reforms, the question arose about the creation of a national tourist office as a world-renowned model of promotion of the Ukrainian tourist product. It should be remembered that on the eve of the "Euro-2012" State Enterprise "National Tourist Office" was established, the activities and the fate of which remains unknown today [25, p. 38].

Therefore, advancing of Ukraine as a tourist state is carried out unsystematically, but in the present conditions, it is practically absent. Moreover, this is happening against the backdrop of an intensification of international competition for world tourist flows, for which not only countries are struggling, but also regions, large metropolises, and indistinct small towns.

At the same time, the support of cultural and tourism projects within the framework of the realization of the public diplomacy's tasks can provide tourism of political importance as a factor in the formation of civic activism and political consciousness of Ukrainians. The solution to these problems will be facilitated by the dynamic development of Ukrainian tourist diplomacy in the following strategies:

- Comprehensive branding of the territory as a world leader among unique tourist attractions where security and prosperity are provided in the process of diplomatic negotiations [26, p. 40];

- Improvement of migration and investment policy;

- Support for internal downshifting as a means of stimulating agrarian tourism and preserving the decline of rural culture. It should be borne in mind that the important point for the downshifter is the subjective volition to focus on life for yourself and your family, abandoning the consumer lifestyle. At the same time, individuals are guided by economic, ideological, and even geographical considerations, which must be used to popularize the project.

- Improving coordination between government institutions and introducing a general approach to business trips and tourism at the government level as a whole;

- Development of a methodology for the study of the evaluation and effectiveness of tourism diplomacy. In fact, it is about modeling the territory as an independent image tactic through travel tools aimed at exporting the value factors of the territorial community as a guarantee of its competitiveness and global influence. These results can be achieved, taking into account the reputation potential of tourism, which, unlike sport or politics, is deprived of personification.

Therefore, the tourist attractiveness of Ukraine is based on the cultural characteristics of the chosen space in the wide sense. However, it should be remembered that the development of tourism in the region a priori means a high level of security, developed infrastructure, and service of the best quality that embodies certain guarantees of the necessary level of satisfaction of the consumers' needs.

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MINISTRY OF HEALTH OF UKRAINE IN THE MECHANISM OF INTERACTION WITH THE PUBLIC ON ISSUES OF FORMATION AND IMPLEMENTATION OF STATE POLICY IN THE FIELD OF MEDICINE

Abstract. The publication is devoted to the study of the problems of the theory and practice of functioning of the Ministry of Health of Ukraine in the mechanism of interaction with the public on issues of the formation and implementation of state policy in the field of medicine during the transformation period.

The functions and powers of the Ministry of Health of Ukraine regarding the involvement of civil society institutions and socially active citizens (the public) in improving legislation and management practices in the field of health care and conducting medical reform in Ukraine in 2016–2019 are analysed.

The main subjects that provide the effectiveness of party-side democracy in the healthcare sector in Ukraine are studied. In particular, the processes of or-

ganizational and managerial transformations of the subunits of the Ministry of Health of Ukraine are investigated, which ensure the involvement of the public in the implementation of medical reform. The conclusion is substantiated that in the future it would be possible and desirable to create in the structure of the Ministry of Health of Ukraine a department (expert group) on interaction with the public in the field of formation and implementation of sectorial state policy within the existing directorates. For example, in the Directorate of Strategic Planning and European Integration.

The main methods and forms of interaction between the Ministry of Health of Ukraine in the mechanism of interaction with the public on the issues of formation and implementation of state policy in the field of medicine are generalized and systematized. It is noted that the organizational and managerial mechanism of involving the public in the formation and implementation of state policy in the field of health care in Ukraine will be incomplete without differentiating civil society institutions in the medical sphere into medical organizations (associations); patient organizations; and human rights organizations with a clear understanding of the differentiation of the interests of each of these groups of civic organizations, as well as without understanding that the political actors and representatives of financial and industrial groups and business in the field of providing medical services, pharmacology and health insurance.

Keywords: health care, public health policy, the Ministry of Health of Ukraine, public, civil society institutions, participatory democracy.

МІНІСТЕРСТВО ОХОРОНИ ЗДОРОВ'Я УКРАЇНИ У МЕХАНІЗМІ ВЗАЄМОДІЇ З ГРОМАДСЬКІСТЮ З ПИТАНЬ ФОРМУВАННЯ ТА РЕАЛІЗАЦІЇ ДЕРЖАВНОЇ ПОЛІТИКИ У СФЕРІ МЕДИЦИНИ

Анотація. Досліджено проблеми теорії та практики функціонування Міністерства охорони здоров'я України у механізмі взаємодії з громадськістю з питань формування та реалізації державної політики у сфері медицини у трансформаційний період. Проаналізовано функції та повноваження Міністерства охорони здоров'я України щодо залучення інститутів громадянського суспільства та соціально активних громадян (громадськості) до удосконалення законодавства та управлінської практики у сфері охорони здоров'я та проведення медичної реформи в Україні у 2016–2019 роках.

Досліджено основні суб'єкти, які забезпечують дієвість партисипаторної демократії у сфері охорони здоров'я в Україні. Зокрема, висвітлено процеси організаційно-управлінських трансформацій підрозділів Міністерства охорони здоров'я України, які забезпечують залучення громадськості до проведення медичної реформи. Обґрунтовано висновок, що в подальшому можливим і бажаним було б створення в структурі МОЗ України відділу (експертної групи) щодо взаємодії з громадськістю у сфері формування та реалізації галузевої державної політики в складі існуючих директоратів. Наприклад, в Директораті стратегічного планування та євроінтеграції.

Узагальнено та систематизовано основні методи і форми взаємодії Міністерства охорони здоров'я України у механізмі взаємодії з громадськістю з питань формування та реалізації державної політики у сфері медицини. Наголошено, що організаційно-управлінський механізм залучення громадськості до формування та реалізації державної політики у сфері охорони здоров'я в Україні буде неповним без диференціації інститутів громадянського суспільства в медичній сфері на лікарські організації (асоціації); пацієнтські організації; правозахисні організації, з чітким усвідомленням диференціації інтересів кожної з названих груп громадських організацій, а також без розуміння, що повноцінними акторами цієї системи в Україні, прямо чи опосередковано, виступають політичні еліти і представники фінансово-промислових груп і бізнесу в сфері надання медичних послуг, фармакології та медичного страхування.

Ключові слова: охорона здоров'я, державна політика у сфері охорони здоров'я, Міністерство охорони здоров'я України, громадськість, інститути громадянського суспільства, партисипаторна демократія.

МИНИСТЕРСТВО ОХРАНЫ ЗДОРОВЬЯ УКРАИНЫ В МЕХАНИЗМЕ ВЗАИМОДЕЙСТВИЯ С ОБЩЕСТВЕННОСТЬЮ В ВОПРОСАХ ФОРМИРОВАНИЯ И РЕАЛИЗАЦИИ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ В СФЕРЕ МЕДИЦИНЫ

Аннотация. Исследованы проблемы теории и практики функционирования Министерства охраны здоровья Украины в механизме взаимодействия с общественностью по вопросам формирования и реализации государственной политики в сфере медицины в трансформационный период. Проанализированы функции и полномочия Министерства охраны здоровья Украины в сфере привлечения институтов гражданского общества и социально активных граждан (общественности) к процессам усовершенствования законодательства и управленческой практики по вопросам охраны здоровья и проведения медицинской реформы в Украине в 2016–2019 годах.

Исследованы основные субъекты, обеспечивающие действенность партисипаторной демократии в сфере охраны здоровья в Украине. В частности, освещены процессы организационно-управленческих трансформаций подразделений Министерства охраны здоровья Украины, которые обеспечивают привлечение общественности к проведению медицинской реформы. Обосновано вывод, что в дальнейшем возможным и желательным было бы создание в структуре МОЗ Украины отдела (экспертной группы) по взаимодействию с общественностью в сфере формирования и реализации отраслевой политики в составе существующих уже директоратов. К примеру, в Директорате стратегического планирования и евроинтеграции.

Обобщены и систематизированы основные методы и формы взаимодействия Министерства охраны здоровья Украины в механизме взаимодействия с общественностью по вопросам формирования и реализации государ-

ственной политики в сфере медицины. Акцентируется внимание на том, что организационно-управленческий механизм привлечения общественности к формированию и реализации государственной политики в сфере охраны здоровья в Украине будет неполным без дифференциации институтов гражданского общества в сфере медицины на врачебные организации (ассоциации); пациентские организации; правозащитные организации с четким определением интересов каждой из названных групп общественных организаций, а также без осознания, что полноценными акторами этого механизма в Украине, прямо или опосредовано, выступают политические элиты и представители промышленно-финансовых групп в сфере предоставления медицинских услуг, фармакологии и медицинского страхования.

Ключевые слова: охрана здоровья, государственная политика в сфере охраны здоровья, Министерство охраны здоровья Украины, общественность, институты гражданского общества, партисипаторная демократия.

Problem statement. It is well known that a healthy nation in the 21st century is a priority value for the successful development of a modern state and society. After all, foreign, political, economic, financial, military and other resources of each of the states of the world function effectively and multiply at the expense of the so-called '*Human capital*' only. The latter includes not only demographic, educational and professional indicators, but also the health of the nation, the provision of which is impossible without an effective system of public administration in this area of public relations.

Health systems in all countries of the world remain one of the most dynamic and, at the same time, most sensitive social systems. Therefore, today it is difficult to identify a single, exemplary system of public administration in the field of public health, which can be a good example for other countries and can be unconditionally and successfully implemented in them.

While in some countries of the world, medical reform has once transformed public health governance systems in the model (United Kingdom initiated the work of the National Health Service at once in 1948), then in others, they are permanent in nature, when each new government is changing the value orientation, strategy and approaches to reforming public administration in the field of public health. A similar situation was typical for Ukraine until 2016, when the on-going and today's large-scale medical reform was initiated, the results of which are already qualitative transformations of the primary level of provision of medical services and the establishment of the National Health Service in 2017.

At the same time, in all cases public health management, as well as medical reform, will be effective only if the society is supported, the interaction of the profile ministry with civil society in the person of its institutions as public organizations, trade unions, and social networks, etc. So, G. Mintzberg in his

work *Myths about Health Care. Without a Mistake, Reforming the Medical System* (2017), analysing the main players in the field of medical services, deduces the main four basic quadrants that '*...meet the four different worlds of the hospital and called treatment, care, control and community*' [1, p. 113]. According to G. Mintzberg, to the last component of the mechanism public health care should include professional associations of doctors who control the behaviour of their members, '*...involved community of all types, together with groups of defenders (for example, patients' rights) and various associations related to health*' [1, p. 113].

In general, we can agree with G. Mintzberg's position that the community, in the broad sense of this category, is an important component of the health care system of any country in the world, including Ukraine, and it covers the most diverse civil society institutions: from self-regulating medical organizations (Association of Dentists of Ukraine, etc.) to patient organizations as well as trade unions, employers' organizations, specialized public organizations that specialize in both human rights activities and support of medical reforms, media and more. These and other associations of citizens, both doctors and patients, as well as other socially active citizens who are not indifferent to the problems of medicine and affect the state and development of medicine. Their interaction with the ministry, which forms and implements state policy in the field of health care and conducts medical reforms, is extremely important, which necessitates the scientific substantiation of the relevant management mechanisms and

the emphasis on their functioning. In our study, this will be the mission of the Ministry of Health of Ukraine in the mechanism of interaction with the public on the issues of formation and implementation of state policy in the field of medicine during the transformation period.

Analysis of recent researches and publications. Problems of the theory and practice of public health management in Ukraine is a traditional subject of research in public administration science, and was covered by the following researchers, namely: M. Banchuk [2], M. Bilynska [3], N. Vasiuk [4], V. Hryhorovych [5], V. Knyazevich [3], T. Popchenko [6], N. Rynhach [7], L. Usachenko [8], O. Fedko [9], and N. Yarosh [3], etc.

The problem of interaction between public authorities and civil society institutions in the process of formation and implementation of various sectors of state policy in Ukraine remains equally relevant for scientists. Indeed, as O. Puhkal rightly states, '*As two components of a unified social system, civil society and the state interact in each other in their development*' [10, p. 1].

At the same time, the issue of cooperation between the Ministry of Health of Ukraine as the main provider of medical reform in 2016–2019 and the public was investigated in Ukraine fragmentarily only. In addition, in recent years, the number of publications in Ukraine on this topic has decreased.

The purpose of the article is to determine the mission and functioning of the Ministry of Health of Ukraine in the mechanism of interaction with the public on the issues of the formation and implementation of state policy in

the field of medicine during the transformation period, as well as substantiation of proposals for improvement of the relevant public-management activity.

Presentation of the main research material. Human health protection is one of the most important and sensitive spheres of life of the society and the state and the subject of their mutually beneficial cooperation. After all, the health of an individual and society as a whole is a determining parameter of the potential of human capital of each state of the world and an important indicator of the success of its political, socio-economic and cultural development [11, p. 113]. As in the second half of the 20th century, today a powerful mission in ensuring a balanced health policy belongs to the state, represented by its specially authorized bodies, which are traditionally ministries of health care. Ukraine is not an exception to this rule.

Nowadays, the Ministry of Health of Ukraine, in our opinion, deliberately implements systematic measures to involve the public in the formation and implementation of state health policy and medical reform in 2016–2019. This is due to the fact that the relief changes in the field of healthcare management implemented in Ukraine require, firstly, clarification of their purpose, essence, content and final results, as well as their indicative indicators for the main subjects of the relevant reforms: citizens-patients and citizens-physicians; and secondly, providing feedback between the already mentioned consumers and the authors of the medical reform.

In support of the above conclusion, the materials provided by the Ministry of Health (MoH) of Ukraine

(Letter of the Ministry of Health of Ukraine dated March 3, 2018 № 16-20/Ф-2053/124/2887-3В), hereinafter referred to as the MoH Letter on our appeal dated February 7, 2018 (№ Ф-2053) in the part of the request for information on '*the experience of involving the public, in particular civil society institutions (public organizations, voluntary organizations, medical and patient organizations, etc.) to the formation and implementation of state policy in the field of health care and to the implementation of the medical reform, which is extremely important for society*' [12].

In previous publications, we have repeatedly focused on the analysis of certain provisions of this MoH Letter to the Ministry of Health, in particular on the issues of authority of the Ministry of Health of Ukraine, including powers in the field of interaction with civil society institutions, organization of work with citizens' appeals and interaction with profile public organizations and trade unions, etc. [11; 13–15]. At the same time, the fragmentation of these publications requires systematization of the conclusions, propositions and proposals set out in them for the purpose of the integrated solution of the issue of the appointment of the Ministry of Health of Ukraine in the mechanism of interaction with the public on the issues of the formation and implementation of state policy in the field of medicine during the transformation period.

In accordance with Part 1 of Art. 6 of the Law of Ukraine "On Central Executive Bodies", any ministry is:

'... the central executive body, which ensures the formation and implementation of state policy in one or several of

the areas specified by the Cabinet of Ministers of Ukraine, which is entrusted to the Cabinet of Ministers of Ukraine by the Constitution and laws of Ukraine' [17].

At the same time, the cited Law of Ukraine "On Central Executive Bodies" only reminds the public twice: in Art. 12, it lays down patronage services of ministries for public relations, and in Art. 14, it provides for the membership of boards of ministries for representatives of public associations [17]. In practice, each ministry organizes regular work with the public, the subjects, methods and forms of which are defined in the provisions of these ministries, approved by the resolutions of the Government of Ukraine.

The success of the interaction of civil society represented by a person as organized civil society institutions (public organizations, including medical, patient, human rights, etc., trade unions, employers organizations, media, etc.) and socially active citizens, who situationally combine their efforts to promote or counteract medical reform, the Ministry of Health of Ukraine in the field of formation and implementation of sectorial state policy largely depends on the effectiveness of the ministry's departments, authorized to carry out the respective tasks, functions and powers of the MoH of Ukraine.

In accordance with item 5 of the Regulation on the Ministry of Health of Ukraine, approved by the Resolution of the Cabinet of Ministers of Ukraine dated March 25, 2015, № 267, the Ministry of Health (MoH) of Ukraine, in order to organize its activities, provides the followings within the limits of the powers envisaged by law:

'...involvement of citizens in the management of state affairs, effective interaction with civil society institutions, public monitoring of the Ministry of Health, taking into account public opinion during the formation and implementation of state policy in areas that fall within the MoH competence' [18].

At the same time, the Ministry of Health of Ukraine is engaged in a regular interaction with citizens and civil society institutions not in the entire leadership and all units of the Ministry of Health of Ukraine at the same time (although in 2016-2019, the leadership of this ministry has repeatedly directly communicated with the public, participated in various activities, as an example of the March of Equality in Kiev on June 23, 2019, etc.), and through the specially authorized units of the Ministry of Health of Ukraine. A similar public-management practice of conducting public consultations is characteristic of all public administration bodies in Ukraine and abroad, in particular, in the participating States and is carried out in the established manner.

In Ukraine, the procedure for conducting public consultations on the issues of formation and implementation of the state policy is approved by the Resolution of the Cabinet of Ministers of Ukraine dated November 3, 2010, № 996 "On Ensuring Public Participation in the Formation and Implementation of State Policy". The purpose of its regulatory influence on public-government partnerships, as stipulated in paragraph 2 of this Regulation, is:

'Conducting of consultations with the public should facilitate the establishment of a systematic dialogue between the executive authorities and the pub-

lic, improve the quality of preparation of decisions on important issues of state and public life taking into account public opinion and create conditions for the participation of citizens in the drafting of such decisions' [19].

Relevant public consultations may be conducted on a mutual initiative. On the one hand, the ministry, which forms the state policy in a certain area, carries out (a) planned, provided the indicative plan for conducting public consultations, and (b) unscheduled, when initially developing a draft legal act concerning the socio-economic development of the state, the approval and realization of constitutional rights and freedoms, satisfaction of its political, economic, social and cultural needs. On the other hand, according to item 7 of the Decree of the Government of Ukraine of November 3, 2010, № 996, civil society institutions, namely, '*...public associations, religious, charitable organizations, trade unions, trade unions and their associations, associations of employers and their associations, bodies of self-organization of the population, non-state mass media, other non-profit associations and institutions legalized in accordance with the law...*' [19] independently go to the ministry with suggestions on adoption of the norm legal acts that reflect the interests of the public in a certain area of public policy and are the subject of public consultations with the ministry, or the issue for consideration by the public council under the Ministry.

In the first and second cases, the consideration of public opinion in the formation of state policy in the field of health and medical reform in Ukraine

is always a common result of interaction: (a) the public and civil society institutions, including medical associations and patient organizations; (b) the leadership of the Ministry of Health of Ukraine and the leadership of its divisions, primarily the Directorates General, which were created as the main providers of medical reform in Ukraine; and (c) under sections of the Ministry of Health of Ukraine, which provide constant communication with the public, etc. In particular, we can mention the political elites and business, which, with respect to civil society and the state, have long been '*...developed, in essence, in parallel*', according to O. Pukhal's accurate assessment' [10, p. 19].

During the years of Ukraine's independence, units of the Ministry of Health of Ukraine, which communicates with citizens and institutes of civil society, have undergone a long and underdeveloped path of formation and development in the science of public administration. So, the following divisions for communications with the public were created and functioned for the last 15 years as a part of MOH of Ukraine only:

- In 2003 — Department of Informational and Analytical Support, Interaction with the Verkhovna Rada of Ukraine and Public Relations;
- In 2005 — Department of Information and Analytical Support and Public Relations;
- In 2006 — Department of Information and Analytical Support and Public Relations;
- In 2007 — Department of Information and Analytical Support, Relations with the Verkhovna Rada of Ukraine and Public Relations;

- in 2008 – Department for Ensuring Relations with the Verkhovna Rada of Ukraine and the Public Office for Programming, Information and Analytical Support and Relations with the Verkhovna Rada of Ukraine;

- In 2009–2010 – Department for Ensuring Relations with the Verkhovna Rada of Ukraine and the Public Relations of the Administrative Department;

- In 2011 – Office of Strategic Planning and Analytical Support of Interaction with the Verkhovna Rada of Ukraine and Public Relations;

- In 2012 – Department for Relations with the Verkhovna Rada of Ukraine and the Public Relations of the Department for Health Care Reform and Development;

- In 2013 – Department for Ensuring Relations with the Verkhovna Rada of Ukraine and the Public Relations of the Department of Informational and Organizational and Documentary Support;

- In 2014 – Department of Communications with State Authorities and Public and Organization of Access to Public Information of the Department of Organizational and Documentary Support;

- In 2015 – Office of Communications with State Authorities and the Public;

- From June 2016 till today – Department for Collaboration with Public Authorities and Public and Social Dialogue [11–14].

Summarizing and analysing the transformation experience of the units of the Ministry of Health of Ukraine in the 21st century, authorized to provide communication with citizens and civil

society institutions in the formulation and implementation of state policy in the field of health care, allows us to conclude that the units of communication with the public, even taking into account their tasks, functions and organizational and legal forms (independent departments and governance or divisions within the departments and departments of the Ministry of Health of Ukraine) were and remain important structural subdivisions of the Ministry of Health of Ukraine.

In 2016, Department for Ensuring Interaction with State Authorities and Public and Social Dialogue was formed by the Ministry of Health of Ukraine. It reflects the attention of the ministry's leadership to social dialogue in conducting medical reform in Ukraine. At the same time, the analysis of the current structure of the Ministry of Health of Ukraine, as defined on its official website [20], allows us to conclude that there is a certain substantive and functional dissociation between the directorates that provide medical reform in Ukraine and the department called to ensure the cooperation of the Ministry of Health (MoH) of Ukraine with the public. In the future, in our opinion, it would be possible and desirable to create a department (expert group) in the structure of the Ministry of Health of Ukraine on interaction with the public in the field of formation and implementation of sectorial state policy within the existing directorates. For example, as part of the Directorate of Strategic Planning and European Integration [16, p. 169–170].

In addition to the analysed subjects that ensure public participation in the formation and implementation of state

policy in the field of health care and medical reform, the methods and forms of interaction between the Ministry of Health of Ukraine and the public are also an important aspect of the problem under study.

According to items 3, 4 and 6 of the MoH Letter, the Ministry of Health of Ukraine actively introduces such innovative forms of open dialogue with citizens and civil society institutions as electronic consultations with the public on draft acts, the adoption of which is initiated by the Ministry. In particular, according to the Order of the Ministry of Health of Ukraine dated June 12, 2017, № 658 “*On Approval of the Tentative Plan of the Ministry of Health of Ukraine to Conduct Consultations with the Public in 2017*” [21], the following issues were put to the public discussion: (1) reform of the protection system health (creation of hospital districts, autonomy of health care institutions, new principles for the financing of specialized and highly specialized medical care); (2) procurement of medicinal products, medical products and equipment at the expense of the State Budget of Ukraine; (3) development of public health system; (4) improvement of the emergency medical care system (purchase of cars, equipment, creation of emergency medical care units, creation of operational-dispatching services, equipping of emergency medical care by GPS monitoring systems and radio communication); (5) the state of implementation of the Available Drugs Program; (6) since January 1, 2018, execution by healthcare institutions and institutions fully or partially financed from state and local budgets requirements of the Cabinet of Mini-

sters of Ukraine of March 25, 2017, № 333 “*Some Issues of State Regulation of Prices for Medicinal Products and Medical Products*” in the part of the primary purchase and provision of patients with medicinal products in accordance with the National List of Essential Medicines.

By Order of the Ministry of Health of Ukraine of February 14, 2018, № 257, the new Tentative Plan of the Ministry of Health of Ukraine for Public Consultation in 2018 was approved. [22], the implementation of which contributed to the strengthening of the dialogue between the Ministry and the public, first of all, in the field of the launch of a large-scale medical reform. Although, not in all cases, the public was interested in the draft regulatory acts passed by the Ministry of Health of Ukraine for public discussion. For example, proposals for a draft resolution of the Cabinet of Ministers of Ukraine “*On Approval of the Criteria for Assessing the Degree of Risk from Conducting Business Activities in Medical Practice and Determining the Frequency of Planned State Supervision (Control) by the Ministry of Health of Ukraine*”, posted on the official website of the Ministry dated September 17, 2018, have not been received [23].

It is expected that this year the Indicative Plan of the Ministry of Health of Ukraine for holding public consultations in 2019 will also be put into effect. Although, as of June 1, 2019, it is absent from the official web-site of the Ministry of Health of Ukraine in the traditional rubric ‘*Appropriate Plans and Reports for Conducting Public Consultations*’. This, among other things, may be an indicator of the search for new methods and forms of public involvement

of the Ministry of Health of Ukraine for consultations on the formulation and implementation of state policy in this field of medicine.

The cooperation between the Ministry of Health of Ukraine and civil society institutes in the process of formation and implementation of state policy in the field of health care and conducting medical reform remains established and constructive. According to paragraph 7 of the MoH Letter, there are such non-governmental organizations as: STUDENT BROTHERHOOD, All-Ukrainian Youth NGO; UKRAINIAN DEMOCRACY, NGO; CONSCIENCE, Anticorruption Public Union; and G.F.S.I. UKRAINE, Public Union [11; 12]. At the request of these NGOs and in accordance with the Procedure for Assisting the Public Examination of the Activities of the Executive Bodies, approved by the Resolution of the Cabinet of Ministers of Ukraine dated November 5, 2008, № 976 [24], the MoH of Ukraine successfully conducted public examinations on their requests. Accordingly, these partners of the Ministry of Health of Ukraine remain both partners and 'controllers' of the effectiveness of medical reforms in Ukraine.

Conclusions. Summarizing the results of this research, it can be argued that the Ministry of Health plays a key role in the mechanism of interaction with the public on issues the formation and implementation of state policy in the field of medicine. This cooperation, which broadly reflects the level of participatory democracy in Ukraine, is currently systematized and represented by two main components of a unified mechanism, namely: (1) a legal and re-

gulatory mechanism, as a system of normative legal acts guaranteeing the right of citizens to participate in the management of public affairs, in particular the formation of and implementation of the state policy in the field of health care in Ukraine; and (2) the organizational and managerial mechanism represented by the system of the main actors in the medical sphere: public and institutionalized civil society institutions, including drug associations and patient organizations, etc.; the leadership of the Ministry of Health of Ukraine and its subdivisions, first of all general directorates, as well as units of the Ministry of Health of Ukraine, which provides constant public relations.

It is obvious that the organizational and managerial mechanism of involving the public in the formation and implementation of state policy in the field of health care in Ukraine will be incomplete without the followings: (a) differentiating civil society institutes in the medical sphere into medical organizations (associations); patient organizations; human rights organizations, with a clear awareness of the differentiation of interests of each of these groups of civic organizations; and (b) an understanding that full-fledged actors of this system in Ukraine, directly or indirectly, are political elites and representatives of financial and industrial groups, built primarily in the pharmacological business and health insurance business, as well as businessmen who reasonably see in the provision of medical services promising business.

Abstract

The publication is devoted to the study of the problems of the theory and practice of functioning of the Ministry

of Health of Ukraine in the mechanism of interaction with the public on issues of the formation and implementation of state policy in the field of medicine during the transformation period (2016–2019). It is emphasized that now the profile ministry is not only a manager but also a reformer of the system of public administration in the medical sphere.

The importance of the profile ministry in this mechanism is due to the fact that, *firstly*, explanation of their purpose, essence, content and final results, as well as their indicative indicators for the main subjects of the relevant reforms: citizens-patients and citizens-doctors; *secondly*, providing feedback between the already mentioned consumers and the authors of the medical reform.

The functions and powers of the Ministry of Health of Ukraine regarding the involvement of civil society institutions and socially active citizens (the public) in improving legislation and management practices in the field of health care and conducting medical reform in Ukraine in 2016-2019 are analysed. As one of the sources of this research was used the Letter of the Ministry of Health of Ukraine dated March 3, 2018, № 16-20/Φ-2053/124/2887-3B, which is a response to a request for information on *'the experience of involving the public, in particular civil society institutions (community organizations, voluntary organizations and medical and patient organizations, etc.), in the involvement of the public health services of Ukraine, to the formation and implementation of state health policy and to conducting a medical reform that is extremely important for society'*.

The main subjects that provide the effectiveness of party-side democracy in the healthcare sector in Ukraine are studied. In particular, the processes of organizational and managerial transformations of the subunits of the Ministry of Health of Ukraine are investigated, which ensure the involvement of the public in the implementation of medical reform. The conclusion is substantiated that in the future it would be possible and desirable to create in the structure of the Ministry of Health of Ukraine a department (expert group) on interaction with the public in the field of formation and implementation of sectorial state policy within the existing directorates. For example, in the Directorate of Strategic Planning and European Integration.

The main methods and forms of interaction between the Ministry of Health of Ukraine in the mechanism of interaction with the public on the issues of formation and implementation of state policy in the field of medicine are generalized and systematized. It is noted that the Ministry of Health of Ukraine should become not only a key subject the formation and implementation of state policy in the field of medicine, but also an entity that determines the level rules for the coordination at the national level of the interests of all major players, as well as procedures for carrying out medical reforms in the interests of the citizen, the state and society, an integral part of which is the business now.

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TOOLS FOR EFFICIENCY AND PERFORMANCE GROWTH OF PEDAGOGICAL LEADERSHIP

WITHIN THE PRIMARY YEARS PROGRAMME IN BRITAIN

Abstract. The article notes that the fulfillment of the Primary Years Programme (PYP) is constantly changing, so the investment in supporting this increase in professionalism, from both school leaders and teachers, is very important in terms of commitment, time and emotional energy. Each school must decide which model of shared pedagogical leadership works best for them. It may be straightforward and include only the principal of the primary section of the school and the PYP coordinator. On the other hand it may also be a matrix model including the head of the school, the principal of the primary section, the PYP coordinator, and all the teachers to various degrees. It is clearly understood that the distribution of pedagogical leadership responsibilities should be shared properly among the members of the pedagogical leadership team. Therefore, to make these divergent working relationships effective, communication within the group needs to be open, respectful, and focused on teaching and learning.

It has been characterized that the role of teaching assistant (TA) has been taken into consideration almost 20 years ago firstly to help the kids with special needs. Nevertheless in modern pedagogical world TAs have lots of different responsibilities that sometimes can be overstated in terms of personnel management system. The aim of all International Baccalaureate (IB) programmes was determined. Models of shared pedagogical leadership were given.

In addition, many of the conversations within an effective school community are focused on individual reflections on learning and teaching. So to implement this system into Ukrainian educational process we need to think firstly about supporting and encouraging both TAs and kids with special needs with respectful treat and understanding.

Keywords: pedagogical leadership, the primary years programme, personnel management system, teaching assistant, educational process in Britain.

ІНСТРУМЕНТИ ПІДВИЩЕННЯ ЕФЕКТИВНОСТІ ТА РЕЗУЛЬТАТИВНОСТІ ПЕДАГОГІЧНОГО ЛІДЕРСТВА В МЕЖАХ ПРОГРАМИ ПОЧАТКОВИХ КЛАСІВ БРИТАНІЇ

Анотація. Відзначено, що виконання програми первинних років (PYP) постійно змінюється, тому інвестиції у підтримку цього підвищення професіоналізму як у керівників шкіл, так і вчителів дуже важливі з точки зору зобов'язань, часу та емоційної енергії. Кожна школа має вирішити, яка модель спільного педагогічного керівництва найкраще працює для них. Ця модель може бути простою і включати лише керівника основної частини школи та координатора PYP. З іншого боку, це також може бути матрична модель, включаючи керівника школи, директора первинної секції, координатора PYP і всіх викладачів різного ступеня. Доведено до розуміння, що пріоритет педагогічних обов'язків керівництва має бути належним чином розподілений між членами команди педагогічного керівництва. Тому, щоб

зробити ці розбіжні робочі відносини ефективними, комунікація всередині групи має бути відкритою, поважною та зосередженою на викладанні та навчанні.

Схарактеризовано роль асистента вчителя (ТА), яка була прийнята до уваги майже 20 років тому, насамперед, щоб допомогти дітям з особливими потребами. Проте в сучасному педагогічному світі ТАs мають багато різних обов'язків, які іноді можуть перевищувати робочі норми з точки зору системи управління персоналом. Визначено мету всіх програм міжнародного бакалаврату. Були надані моделі спільного педагогічного лідерства.

Крім того, багато розмов в рамках ефективної шкільної спільноти орієнтовані на індивідуальні роздуми щодо навчання та викладання. Тому, щоб впровадити цю систему в український навчальний процес, нам треба спочатку подумати про підтримку та заохочення як ТАs, так і дітей з особливими потребами з поважним ставленням та розумінням.

Ключові слова: педагогічне лідерство, програма первинних років, система управління персоналом, асистент вчителя, навчальний процес Британії.

ИНСТРУМЕНТЫ ПОВЫШЕНИЯ ЭФФЕКТИВНОСТИ И РЕЗУЛЬТАТИВНОСТИ ПЕДАГОГИЧЕСКОГО ЛИДЕРСТВА В РАМКАХ ПРОГРАММЫ НАЧАЛЬНЫХ КЛАССОВ БРИТАНИИ

Аннотация. Отмечено, что выполнение программы первичных лет (РУР) постоянно меняется, поэтому инвестиции в поддержку этого повышения профессионализма как у руководителей школ, так и учителей очень важны с точки зрения обязательств, времени и эмоциональной энергии. Каждая школа должна решить, какая модель общего педагогического руководства лучше всего работает для них. Эта модель может быть простой и включать только руководителя основной части школы и координатора РУР. С другой стороны, это также может быть матричная модель, включая руководителя школы, директора первичной секции, координатора РУР и всех преподавателей разной степени. Доведено до понимания, что приоритет педагогических обязанностей руководства должен быть надлежащим образом распределен между членами команды педагогического руководства. Поэтому, чтобы сделать эти расходящиеся рабочие отношения эффективными, коммуникация внутри группы должна быть открытой, уважительной и сосредоточенной на преподавании и обучении.

Охарактеризована роль ассистента учителя (ТА), которая была принята во внимание почти 20 лет назад, прежде всего, чтобы помочь детям с особыми потребностями. Однако в современном педагогическом мире ТАs имеют много различных обязанностей, которые иногда могут превышать рабочие нормы с точки зрения системы управления персоналом. Определены цели всех программ международного бакалаврата. Были предоставлены модели общего педагогического лідерства.

Кроме того, много разговоров в рамках эффективного школьного сообщества ориентированы на индивидуальные размышления по обучению и

преподаванию. Поэтому, чтобы внедрить эту систему в украинский учебный процесс, нам следует сначала подумать о поддержке и поощрении как TAs, так и детей с особыми потребностями с уважительным отношением и пониманием.

Ключевые слова: педагогическое лидерство, программа первичных лет, система управления персоналом, ассистент учителя, учебный процесс Британии.

Thesis statement. It is known that all PYP schools must appoint a coordinator. Normally, the coordinator is recruited from the teaching staff. This person should be able to act as a pedagogical leader of the programme at school. A commitment to collaborative planning is central part of the PYP philosophy. The PYP coordinator plays an integral role for efficiency and performance growth of pedagogical leadership. Together with other members of the school's pedagogical leadership team, the PYP coordinator is also responsible for the development of the programme and the whole-school implementation of the programme. The pedagogical leadership team has a responsibility to encourage the learning of everyone in a PYP school community.

One of the most inevitable and important parts of the PYP management, is the role of teaching assistants (TAs) who are qualified members of staff, based in the classroom for learning and support. It is particularly relevant to study this now because TA numbers have risen dramatically since 2000 and they continue to rise in UK primary schools [1]. This has led to a certain amount of overlap between teacher-TA roles which could impact the relationship dynamics. It is also relevant to study this now because the professional

standards for TAs were published just a couple of years ago [2] and they emphasize TAs' role in working closely with teachers in the classroom.

Balshaw [3] divides the role of TAs into four categories: support for teachers, the curriculum, the whole school, and for particular pupils. However, children can sometimes have great difficulty explaining TA roles in terms of classroom management. They can be easily confused by thinking that TA is only for translating words or phrases and for communicating with parents who might not speak English well.

The number of TAs working in England has increased dramatically over the last twenty years, meaning that many teachers now share their classrooms with TAs. Blatchford, Russell and Webster [4] argue that there are two main reasons for this: 1) concerns over teacher workload and retention leading to the National Agreement which aimed to raise standards and tackle teacher workload, central to which was an increase in support staff; and 2) the increased role for TAs in supporting the inclusion of students with Special Educational Needs (SEN) in mainstream classrooms.

Analysis of recent research. During the recent years, a large amount of publications and articles, considering

the importance of having TA during the lesson, has appeared particularly in works of McDermott, Balshaw, Blatchford, Russell and Webster. The most generalized and fundamental works of foreign researchers, who analyzed and described in details the functions of the process of communication between teachers and TAs are publications of Cremin, Thomas and Vincett, Rose, Docherty. Wilson and Bedford investigated different models of effective practice for teachers and TAs working together in classrooms. The International Baccalaureate (IB) also provides a wide spectrum of pedagogical leadership of the PYP including the relationship between the staff members.

The objective of the study is to give a brief description of the pedagogical leadership in terms of the primary years programme in Britain; to characterize the aim of all IB programmes; to differentiate the role of TAs and the relationship with other members of staff.

Results. First of all it is important to mention what International Baccalaureate means to the whole pedagogical world. The International Baccalaureate (IB) is an international educational foundation that offers four educational programmes: the IB Diploma Programme and the IB Career-related Programme for students aged 16 to 19, the IB Middle Years Programme for students aged 11 to 16, and the IB Primary Years Programme for children aged 3 to 12. To teach these programmes, schools must be authorized by the International Baccalaureate.

Each teacher's and administrator's personal construct of the PYP changes over time as a result of his or her practice and reflection. Based on this, the

aim of all IB programmes is to help internationally minded people to create a better and more peaceful world [5]. IB learners tend to be:

- inquirers (develop their natural curiosity);
- knowledgeable (explore concepts, ideas and issues that have local and global significance);
- thinkers (exercise initiative in applying thinking skills critically and creatively to recognize and approach complex problems);
- communicators (understand and express ideas and information confidently and creatively in more than one language);
- principled (act with integrity and honesty, with a strong sense of fairness, justice and respect for the dignity of the individual, groups and communities);
- open-minded (understand and appreciate their own cultures and personal histories);
- caring (show empathy, compassion and respect towards the needs and feelings of others);
- risk-takers (approach unfamiliar situations and uncertainty with courage and have the independence of spirit to explore new roles, ideas and strategies);
- balanced (understand the importance of intellectual, physical and emotional balance to achieve personal well-being for themselves and others);
- reflective (give thoughtful consideration to their own learning and experience).

PYP is dedicated to facilitating the learning of every student in their community, and students with special needs are supported to maximize their learning. The programme provides all stu-

dents having seen themselves as members of the local, national and global community. PYP recognizes that all students should be able to develop their native language and understanding of their culture in order to support their learning. That is because many PYP schools have students with a native language other than the language of instruction in schools and with a cultural background different from the host country where the school is located. By any manner of means, through learning other languages, students deepen their understanding of other cultures and can learn and communicate in the global community in which they live. In terms of this the importance of having the bilingual TA in the classroom is inevitable for creating better understanding in relationship student-teacher and parent-teacher. Various facilitators and barriers to effective collaboration emerged through this article. Below is the list of facilitators:

- supporting each other, for example teachers supporting TAs with their professional development and TAs providing teachers with emotional support, as well as support in the classroom;
- school systems which allow time for teachers and TAs to meet with each other;
- a positive school ethos where teachers and TAs are not separated and have joint meetings.

Here are some barriers that can be harmful to hard-working atmosphere in the classroom and both to teachers as well as TAs if not to prevent them:

- a lack of direction from teachers;
- TAs feeling underappreciated;
- a negative school ethos, such as one where teachers and TAs are sepa-

rated and there is a lack of joint meetings.

Alas, but even despite brilliant pedagogical leadership, TAs can be sometimes under evaluated. The attitude to TAs in the classroom directly depends on the teacher. TA is the person who deals with everything from conducting the lesson to communicating with parents. The most common problem TAs can face is respect. It is important for TAs to know and see their teachers treat them equally, share responsibility as well as lead in the lesson and talk to them respectfully in front of the children. Otherwise there are teachers who forget to inform their TAs of the content or process of the lesson, so then TAs obviously feel redundant. But the worst is that kids also see that attitude. In order not to have difficulties in future co-working in relationship teacher-teaching assistant and teaching assistant-student we made a list of suggestions:

- introduce your teaching assistant by name in the beginning of every lesson;
- treat your TA equally;
- develop a shared responsibility of managing the behavior of the class;
- meet up regularly to discuss the plan for next lessons.

In addition, for the leadership team, it is important that everyone knows and understands the programme. This includes students. The opportunity has been missed if students, especially seniors, do not have an understanding of the significance of the programme in which they work, and can't establish a link between what they study, how they study it and why they study it. So everybody is involved in the pro-

cess of developing and improving pedagogical leadership within the primary years programme. The staff and parents of a PYP school are also considered to be learners. In order to strengthen the community of learners, the school should do the following:

- expand opportunities within the teaching leadership team;
- develop job descriptions for the PYP coordinator and for all teachers related to the standards and practice of the program;
- identify and train teachers to take responsibility for pedagogical leadership;
- develop a clear and long-term strategic plan;
- ensure that all staff is informed about everything that happens within the PYP;
- regularly arrange general sessions about the PYP both for staff and parents;
- demonstrate reflective leadership practice that values feedback;
- encourage teachers to see themselves as researchers and support their inquiries into pedagogy.

All responsibilities concerning relationship between every member within a particular leadership team rely on the Head of Primary:

- provide leadership, development and management of the learning and teaching of all students in terms of PYP;
- have a leadership role in the monitoring and evaluation of standards across the school;
- lead and actively promote effective learning and teaching across the school;
- work in partnership with the Head of School and staff to ensure the continuous improvement of the school;

- serve as a professional leader to promote a mutual understanding of the school's vision and values;

- contribute to the self-evaluation of the school;

- work with the Senior Leaders, Middle Leaders and staff team in the implementation of the curriculum;

- contribute to marketing and student retention strategies within the PYP;

- monitor and evaluate classroom practice;

- set high expectations for the performance of self and of others;

- support the Head of School in meeting school performance targets;

- promote and model good relationships with parents, which are based on partnerships to support and improve students' achievement;

- support staff in understanding their own accountability, and develop approaches for review and evaluation.

If talking about the senior responsibilities within the whole school then it is necessary to mention the upper level of leadership management team. The Principal is the chief administrator of the school and has been delegated to take responsibility for the organization, operation, physical facilities, educational programme and all matters relating to the recruitment, appointment, evaluation and promotion of staff members. There are some international schools in Ukraine that are being worked according to the IB programmes. The programmes encourage both personal and academic achievement, challenging students to excel in their studies and in their personal development.

Conclusion and prospects for further research. The pedagogical leadership team needs to see that it has a responsibility beyond maintaining the condition of the programme in the school. The responsibility in the long term is to bring about a deep-seated, pervasive understanding of the programme so that it is implemented more confidently by the community, and recognized by all to be flourishing. The mission of the school and the vision for the development of the programme need to be addressed at regular intervals within the school, not merely linked to the programme evaluation requirement of the IB [5].

In our opinion, the written responsibilities for TAs need reconsidering in terms of obligations and clearly-set tasks. Thus in Britain TA plays an important role in educational process of studying. However in Ukraine, for example, teaching assistants are introduced only to kids with special needs. So it would be useful in future to compare British educational process throughout the International Baccalaureate programmes and Ukrainian educational process.

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THEORETICAL-METHODOLOGICAL AND SOCIO-PRACTICAL ACTUALIZATION OF THE COMMUNICATION ROLE

Abstract. It is determined that the value of the phenomenon of communication at the present stage of development of society can barely be underestimated, because communication links permeate all spheres of life, communication is studied by different sciences: public administration, economics, law, sociology, philosophy, cultural studies, political science, and the like.

While exploring communication through the prism of interaction between public authorities and the public at the regional level, most researchers interpret communication as the basis of public administration and an important factor in the democratization of public life. Generally, it can be defined as the process of information exchange, which brings together the bodies of state administration, local governments and public groups; strengthens the need for feedback between the administrative apparatus, management structures, society, individual communities and individuals.

The concept of “political communication” is interpreted as a process of transmission, exchange of political information, which structures political activity and gives it a new meaning, forms public opinion and political socialization of citizens, taking into account their needs and interests.

It is proved that communication in public administration is considered as information interaction, focused directly on a particular organization, methods and means of building internal relationships, that is, as information flows; on the understanding of building relationships between people within the organization and in the imperceptible transfer of personal relationships to organizational, combined impressions based on a sense of sympathy or antipathy, and impressions of business qualities, as well as “management communication as a set of information links, the process of interaction between the subjects of management activi-

ties vertically, horizontally with the external social environment, through direct communication and exchange of information using appropriate means”.

Keywords: communication of public administration, democratization of public life, communication management, communicative environment.

ТЕОРЕТИКО-МЕТОДОЛОГІЧНА ТА СОЦІАЛЬНО-ПРАКТИЧНА АКТУАЛІЗАЦІЯ РОЛІ КОМУНІКАЦІЇ

Анотація. Встановлено, що значення феномену комунікацій на сучасному етапі розвитку суспільства важко недооцінити, адже комунікаційні зв'язки пронизують усі сфери життєдіяльності, комунікації досліджуються різними науками: державним управлінням, економікою, правом, соціологією, філософією, культурологією, політологією, тощо.

Досліджуючи комунікації крізь призму взаємодії державних органів влади та громадськості на регіональному рівні, більшість дослідників тлумачать комунікацію як основу державного управління і важливий чинник демократизації суспільного життя. В загальному вигляді її можна визначити як процес обміну інформацією, що об'єднує в єдине ціле органи державного управління, органи місцевого самоврядування та групи громадськості; зміцнює необхідний зворотний зв'язок між адміністративним апаратом, управлінськими структурами, суспільством, окремими громадами й індивідами.

Як процес передачі, обміну політичною інформацією, який структурує політичну діяльність і надає їй нового значення, формує громадську думку і політичну соціалізацію громадян з урахуванням їх потреб та інтересів тлумачиться поняття “комунікація політична”.

Обґрунтовано, що комунікації в державному управлінні розглядають як інформаційну взаємодію, орієнтовану безпосередньо на визначену організацію, на методи і засоби побудови внутрішніх взаємозв'язків, тобто як інформаційні потоки; на розуміння побудови відносин між людьми всередині організації і в непомітному перенесенні особистих відносин на організаційні, у поєднанні вражень, заснованих на почутті симпатії або антипатії, і вражень від ділових якостей, а “комунікацію управлінську як сукупність інформаційних зв'язків, процес взаємодії між суб'єктами управлінської діяльності по вертикалі, горизонталі із зовнішнім суспільним середовищем, шляхом безпосереднього спілкування і обміну інформацією з використанням відповідних засобів”.

Ключові слова: комунікація державного управління, демократизація суспільного життя, комунікація управлінська, комунікативне середовище.

ТЕОРЕТИКО-МЕТОДОЛОГИЧЕСКАЯ И СОЦИАЛЬНО-ПРАКТИЧЕСКАЯ АКТУАЛИЗАЦИЯ РОЛИ КОММУНИКАЦИИ

Аннотация. Установлено, что значение феномена коммуникаций на современном этапе развития общества трудно недооценить, ведь коммуникационные связи пронизывают все сферы жизнедеятельности, коммуникации исследуются различными науками: государственным управлением, экономикой, правом, социологией, философией, культурологией, политологией и др.

Исследуя коммуникации через призму взаимодействия государственных органов власти и общественности на региональном уровне большинство исследователей объясняют коммуникацию как основу государственного управления и важный фактор демократизации общественной жизни. В общем виде ее можно определить как процесс обмена информацией, который объединяет в единое целое органы государственного управления, органы местного самоуправления и группы общественности; укрепляет необходимую обратную связь между административным аппаратом, управленческими структурами, обществом, отдельными общинами и индивидами.

Как процесс передачи, обмена политической информацией, который структурирует политическую деятельность и придает ей новое значение, формирует общественное мнение и политическую социализацию граждан с учетом их потребностей и интересов толкуется понятие “коммуникация политическая”.

Обосновано, что коммуникации в государственном управлении рассматривают как информационное взаимодействие, ориентированное непосредственно на определенную организацию, на методы и средства построения внутренних взаимосвязей, то есть как информационные потоки; на понимание построения отношений между людьми внутри организации и в незаметном переносе личных отношений на организационные, в сочетании впечатлений, основанных на чувстве симпатии или антипатии, и впечатлений от деловых качеств, а “коммуникацию управленческую как совокупность информационных связей, процесс взаимодействия между субъектами управленческой деятельности по вертикали, горизонтали с внешней общественной средой, путем непосредственного общения и обмена информацией с использованием соответствующих средств”.

Ключевые слова: коммуникация государственного управления, демократизация общественной жизни, коммуникация управленческая, коммуникативная среда.

Problem statement. Nowadays, at the stage of socio-economic and political development, the role of communication acquires a huge theoretical, methodological and socio-practical actualization, due to its full penetration into all spheres of social life. This has led to the establishment of new communication structures, processes and forms that caused a qualitative change in the social and communicative environment of our world. The importance

and need for a thorough scientific study of the role of communication lies in the fact that the use of various forms and methods of communication, free access of citizens to information at all stages of decision-making and the functioning of central and local authorities, the participation of the institute of civil society in the work of expert, advisory public councils on the coverage and protection of the rights and freedoms of citizens, public control, direct electronic

receipt of public services and the like, are important factors in the democratization of public administration. First of all, we are talking about a conscious orientation to a new perception of values, namely an individual and a group of people (collective), their direct participation in the democratic organization of the life of the state and society. The main thing in this context is that a rational consensus between civil society and the state is a factor of public discourse and a strategic resource for democratic development. Thus, communication in the framework of the democratization of public administration is of particular importance for both public authorities and civil society institutions in Ukraine [1, p. 6, 8].

Analysis of recent research and publications. It should be noted that alongside with the category of “communication”, experts often compare the concept of “information”, the researchers M. Meskon, M. Albert, F. Hedauri consider the category of “communication” to be the information exchange on the basis of which the management receives the information necessary for making effective decisions and makes decisions regarding the employees of the organization (company) [2, p. 19].

The purpose of the article is to study the theoretical and methodological and socio-practical actualization of the role of communication.

Presentation of the main material of the study. The concept of communication is transformed and constantly updated with new characteristics and essential features, therefore, generalization by analogy of such concepts as, for example, policy information, etc., is, as a matter of fact, impossible. O. Zerenets-

ka considered quite substantiated evidence on this issue by analogy with the concept of “mass communication” in 1999 [3; 4, p. 18–19]. A clearer distinction between the concepts of “communication” and “communications” is also found in D. Kislov’s article “Terminology of communications: theoretical discourse and its practical use”. It notes: “communication is a natural and social phenomenon, a phenomenon of the global space dimension, which is a common reflection of the symbiosis of complex, multi-level processes of movement of anything and anybody in time and space, including codes and symbols of artificial and natural origin of all forms of life that contain information.

Communication is a natural-artificial set of specific systems, that with its specific means implements all known functions: movement, transportation of material objects; transfer of information flows; implementation of communication between humans and living organisms; communication in the local, planetary and cosmic dimensions” [5, p. 49].

Of course, according to D. Kislov, the definition of the above concepts can only be relative and depends on the subject area, the depth of scientific understanding, the level of civilizational development and many other factors. Generally, in our opinion, the proposed approach to the definition of the concepts of “communication” and “communications” can be considered in the context of species and generic aspects. The components of the general system of communications include industry, target, special, technological and other types of communications in various spheres of human activity, including:

political, social, managerial, scientific, marketing and the like, and their combinations and varieties [6, p. 46].

Comparing the definitions of the concepts of “communication” by many foreign authors, T. Naumenko makes a generalization that they can be combined on three grounds: “first, communication is considered as a connection between different objects. Such non-judgmental definitions are typical for the everyday understanding of communication. Secondly, communication is understood as an analogue of communication. Third, communication is understood as an analogue of influence” [7, p. 42].

This comparison shows that the first two approaches involve communication in the form of two-way communication. This interpretation of communication is based on the idea that communication between different objects, or as an analogue of communication between subjects, can occur as a two-way process of exchanging messages (signals), which is due to the content of the relationship between communicators and the social environment. That is, we are talking about the fact that in the process of two-way communication “both the one who sends and the one who receives information, act within the framework of their relationship between them and the social situation that surrounds them” [8, p. 20].

Taking into account the above, we can state that communication is the process of information transfer between the subjects of the social sphere of society. generally, the term “communication” is used by many social, biological, technical sciences. But in any case, communication involves the presence of at

least three participants in this process: transmitter – message – receiver. Thus, it appears that communication is a kind of interaction between certain subjects (transmitter, receiver) through a certain object (message).

The review of scientific developments of foreign and domestic scientists shows that, despite the fact that the concept of “communication” is the subject of research and the use of a wide range of natural sciences and humanities, the question of the functional features of communication and democratic resource of systemic influence on the effective interaction of public authorities and the public has not yet found its comprehensive solution in the science of public administration. In addition, the problem of the impact of civil communication on the formation and development of democratic governance in Ukraine according to European democratic standards has not yet become a special object of research [9, p. 22].

The encyclopedic dictionary of public administration, edited by Yu. Kovbasiuk, V. Troshchynskyi, Yu. Surmin, pays considerable attention to communicative problems, considering the definitions of “communication”, “organizational communication”, “management communication”, “communication in public administration” and interprets “communication as the transmission and reception of information, orders, emotions, the source of vitality of any organization, since one of the most important goals of communication is to exercise subordination and coordination of various elements of the organization” [10, p. 330].

Exploring the essence and functions of communication in the system of pub-

lic administration Ye. V. Drachov notes that “in the implementation of the main management functions — planning, organization, motivation, coordination, analysis and control — communication acts as an integrating factor: using the flow of information, it sends messages from one link to another in accordance with the established goals. In fact, the information processing system acts as a unifying function for all subsystems or units of public administration”.

There is a distinction between the concepts of “state-management communication” (adjustment of information and communication processes in the field of public administration) and “state-government communication” (as its structural component, which provides direct communication between the government, business and the public). Ye. O. Romanenko singled out its communicative levels: internal, as for the structural interaction of public authorities and their interaction with the public, and external, which concerns the interaction of the state and its institutional structures in the direction of foreign policy.

Having emphasized that the process of communication can occur regardless of the time barriers and technological features of the dissemination of information, A. Radchenko, H. Holovchenko believe that “the exchange of information between the author and the reader can be carried out over the centuries. In this case, the book is a carrier (channel) of information, and the implementation of social communication between other members of society ensures its distribution to an uncertain audience and its transformation into the mass one”.

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INNOVATION LEADERSHIP AS A FORM OF PROFESSIONAL EVOLUTION IN PUBLIC ADMINISTRATION

Abstract. Problematic issues of innovation leadership mechanisms implementation in government bodies in Ukraine during social changes attract more and more attention of researchers from different scientific fields. This process has several basic determinations which are represented in comparison built upon research results of innovative leader behaviour in organization based on organizational experience. The article provides comparative analysis of vision of an innovative leader made by representatives of public authorities as well as business representatives in relation with personal characteristics and behaviour model inside the organization in order to find out common factors as for innovation leadership forming as a professional evolution method in public administration and business environment. The article presents the research of conceptual construct as well as methodological aspects of innovation leadership based on cognitions discovery as for innovation leadership vision in organizational management, in particular in public management. The research is focused on depth of understanding such phenomenon as innovation leadership (not width as in quantitative/mass re-

search) – i.e. detailed deep research and understanding of innovation leadership in its integrity and direct connection with other phenomena.

It is noted that that the business is always the first to introduce new ideas and concepts, and the public sector and government organizations take on the experience. Now, due to the requirements of the environment, the business is looking for new answers to the old questions: what is leadership? Which organization will be effective? And now we see how the companies introduce a new culture that promotes innovation, creativity, allows you to experiment, and share the ground-work, and become an example for the others. The most important challenge today is to create a culture of responsibility in which the decisions and proposals come not from an authoritative person, a representative of the power, but from people at all the levels.

Keywords: innovation leadership, innovation leadership in public administration, public management, innovation leadership development.

ІННОВАЦІЙНЕ ЛІДЕРСТВО ЯК ФОРМА ПРОФЕСІЙНОЇ ЕВОЛЮЦІЇ В ДЕРЖАВНОМУ УПРАВЛІННІ

Анотація. Проблемні питання впровадження механізмів інноваційного лідерства в діяльність органів державної влади в Україні в умовах суспільних змін привертають все більше уваги дослідників різних наукових напрямів. Цей процес має кілька базисних детермінантів, які представлені у порівнянні за результатами дослідження поведінки інноваційного лідера в організації на засадах організаційного досвіду. У статті також надано порівняльний аналіз бачення інноваційного лідера представниками органів державної влади та представниками бізнесу з точки зору особистісних характеристик та поведінкової моделі всередині організації з метою виявлення закономірностей до формування інноваційного лідерства як форми професійної еволюції у сфері державного управління та в бізнес-середовищі. У статті представлено дослідження понятійного та методичного аспектів інноваційного лідерства на основі виявлення когніцій щодо бачення інноваційного лідерства в управлінні організаціями, зокрема в державному управлінні. Дослідження орієнтоване на глибину розуміння такого явища як інноваційне лідерство (а не ширину як в кількісному/масовому дослідженні), тобто детальним, глибинним вивченням і розумінням інноваційного лідерства в його цілісності і безпосередньому взаємозв'язку з іншими явищами.

Відзначено, що бізнес завжди першим впроваджує нові ідеї та концепції, а громадський сектор та державні організації переймають досвід. Наразі, у зв'язку з вимогами зовнішнього середовища, бізнес шукає нові відповіді на старі питання: що таке лідерство? Яка організація буде ефективною? І зараз ми бачимо, як компанії впроваджують нову культуру, що сприяє інноваціям, творчості, дозволяє експериментувати, і діляться напрацюваннями, стають прикладом для інших. Чи не найголовніший виклик сьогодення – створювати культуру відповідальності, у якій рішення та пропозиції надходять не від авторитетної особи, представника влади, а від людей на усіх рівнях.

Ключові слова: інноваційне лідерство, інноваційне лідерство в державному управлінні, державне управління, розвиток інноваційного лідерства.

ИННОВАЦИОННОЕ ЛИДЕРСТВО КАК ФОРМА ПРОФЕССИОНАЛЬНОЙ ЭВОЛЮЦИИ В ГОСУДАРСТВЕННОМ УПРАВЛЕНИИ

Аннотация. Проблемные вопросы внедрения механизмов инновационного лидерства в деятельность органов государственной власти в Украине в условиях социальных изменений привлекают все больше внимания исследователей различных научных направлений. Этот процесс имеет несколько базисных детерминантов, которые представлены в сравнении по результатам исследования поведения инновационного лидера в организации на основе организационного опыта. В статье также представлен сравнительный анализ видения инновационного лидера представителями органов государственной власти и представителями бизнеса с точки зрения личностных характеристик и поведенческой модели внутри организации с целью выявления закономерностей к формированию инновационного лидерства как формы профессиональной эволюции в сфере государственного управления и в бизнес-среде. В статье представлено исследование понятийного и методического аспектов инновационного лидерства на основе выявления когний касательно видения инновационного лидерства в управлении организациями, в частности в государственном управлении. Исследование ориентировано на глубину понимания такого явления как инновационное лидерство (а не на ширину, как в количественном/массовом исследовании), то есть детальным глубинным изучением и пониманием инновационного лидерства в его целостности и непосредственной взаимосвязи с другими явлениями.

Отмечено, что бизнес всегда первым внедряет новые идеи и концепции, а общественный сектор и государственные организации перенимают опыт. Сейчас в связи с требованиями внешней среды, бизнес ищет новые ответы на старые вопросы: что такое лидерство? Какая организация будет эффективной? И сейчас мы видим, как компании внедряют новую культуру, которая способствует инновациям, творчеству, позволяет экспериментировать, и делится наработками, становятся примером для других. Не самый ли главный вызов нашего времени — создавать культуру ответственности, в которой решения и предложения поступают не от авторитетного лица, представителя власти, а от людей на всех уровнях.

Ключевые слова: инновационное лидерство, инновационное лидерство в государственном управлении, государственное управление, развитие инновационного лидерства.

Formulation of the problem. The of the fact that the theoretical inte-
problem of the situation is that, in spite rests of the society, the organization

and personality in providing favourable conditions for innovation leadership coincide, in practice there are obvious contradictions between their requests in relation to the leadership and the possibilities of the organization in the data of socio-economic and management conditions to realize the potential of the innovative leadership of their employees. In most organizations this difference reaches critical values and generates serious preconditions for socio-psychological and economic problems. Over the past few decades the leadership ideas have changed substantially, as well as the expectations from the leader. There were factors that greatly complicated our understanding of the world and its rules, namely:

- technology development;
- border blurring, development of the global economy;
- migration of the population;
- struggle for resources.

In this way, it was necessary to appear at the state level not just leaders, but innovative leaders.

A modern innovation leader is a change agent on the local and global levels. This does not mean controlling the processes from the beginning to the end, sometimes it is enough to show the path, attract, and others will pick up and scale the results. Therefore, everyone can be a leader — agent of the change — at his own level.

An analysis of the recent research and publications that launched the solution to this problem. There is currently no single opinion among the scholars regarding the identification of the mechanisms for sustainable leadership development and the improvement of the effectiveness and efficiency

of these mechanisms. In the studying of the issues of leadership in the system of the public administration are engaged Ye. Abashkina, B. Kukhta, M. Logunova, V. Mishchyshyn, L. Pashko and others. Significant contribution to the research on the efficiency of the public administration was made by V. Aveyanov, V. Bakumenko, A. Melnyk and others.

Formulation of the task. The purpose of the article is to study the conceptual and methodical aspects of the innovation leadership as a form of professional evolution based on the identification of cognition in terms of innovation leadership in the management of organizations, in particular, in public administration.

The subject of the research was the innovative leadership in the management of organizations.

The purpose of the research was to identify (diagnose) cognition (thoughts, rational behaviour) that arise from respondents (representatives of the state authorities and business representatives) when analyzing the behaviour of an innovative leader in an organization based on the organizational experience of the respondents.

Presentation of the main material. The level of the institutional changes in any area of the public administration is determined by the effectiveness of the implementation of the administration system by the relevant state institutions. Today it is necessary to solve the problems of improving the governance system in the state institutions in order to ensure the effectiveness and efficiency of the performance of the respective functions and services [1].

In this article the author proposes the results of the research of some parameters of the innovative leadership, individual and social, which is identified today with management. The first is related to the actualization of the needs of the people in securing their own safety and well-being in a changing and rapidly developing environment of life; the second – with the increasing importance in all the public, including the economic processes of the so-called human factor, which is based on individual leadership potentials, mobilized and organized in the interests of the system and the individual [2]. An indicator of the success of an innovative leader is not how influential and important the person is, nor the level of obedience and fear of his followers. Such a leader teaches people of responsibility at their level: to do their job well, to build relationships, to focus on the needs of the client, to study and apply new technologies. In addition, the real agent of the change has to see the ocean, and not the waves in it, he must think more systematically and widely. In order to focus on the challenges of today, one should understand the global causes, trends, systemic dynamics, understand the influence of their actions on the overall picture. You need to move away from the reaction regime, stop “extinguishing the fires”, lifting your head, more to analyze and observe.

In 2010, for the first time in Ukraine, large-scale surveys were conducted from year to year (questionnaires, focus groups and semi-structured interviews) of the Ukrainian officials to take their views into account when identifying key groups of leadership

competencies, training and development needs. The study of the needs took place using the “360 degrees” evaluation methodology. The essence of the “360 degrees” method is that the employee is evaluated by several people from his work environment: a leader, a colleague, a mentor, a project fellow, etc. As a rule, the number of the evaluators is not less than 4 people, which avoids the subjective factor in the evaluation of the employee by one person. When using this method, the professional and personal competencies necessary for effective work of an employee in a position are evaluated. This method of evaluation allows not only to evaluate the employees for compliance with the requirements of the organization, but also to identify their weaknesses. This information is the starting point for developing both a general strategy for training and development in the organization, as well as individual development plans for each individual employee. Often, the 360 degrees method, in addition to the circular evaluation of the business environment, also includes self-evaluation, which allows to evaluate the degree of compliance of the employee's opinion about himself with the opinion of other appraisers and, thus, give a more complete and useful feedback [3].

Today, the Leadership Development Program 2014 is being implemented in Ukraine, which provides the foundation for improving the human resources management, professionalization of the civil service, sustainable leadership development, and enhancing the efficiency of the public administration in general [3]. It is important that this program was developed on the basis of

studying the training needs of the civil servants in Ukraine in accordance with the design of the key leadership competencies.

The purpose of this study was to compare the individual potentials of the innovative leaders, mobilized and organized in the interests of the system – the public administration and the business environment, and to understand what responses the representatives of the government agencies and business people are finding on the question “What is innovative leadership and its effective mechanisms in process management in conditions of the social change?”

Our qualitative research focuses on the depth of understanding of such a phenomenon as innovative leadership (IL) (and not the breadth as in quantitative/mass research) – that is, a detailed, in-depth research and understanding of the innovation leadership in its integrity and direct relationship with other phenomena, for example:

- IL in the public administration/IL in the business environment;
- relationship (interaction);
- motivation to develop their competencies and leadership qualities.

Also, the research was conducted on some parameters of the innovation leadership, namely, the identity of the innovation leader (identification of the innovative leader), innovative leadership in the organization system (innovative leadership in the system – business and state executive bodies – based on the experience of the respondents), relationships (interaction) in a team/organization (innovative leadership through the prism of relationships in a team/organization), the need to learn

and develop leadership qualities (innovative leadership through the prism of motivation and development of competencies “I-experience”).

The period and geography of the research. The research was conducted by the author of the article from February 4, 2019 to March 17, 2019. Within the framework of the study 4 focus groups were organized – 2 groups of the representatives of the state executive bodies and 2 groups of the business representatives.

The target cities were Kyiv and Mariupol.

The sample. We interviewed 48 respondents, of which 24 (12 men and 12 women, aged 23 to 57 years old, with experience in the government executive bodies from 2 to 15 years) represent state executive bodies, and 24 (16 men and 8 women aged 32 to 45, with managerial experience in business from 5 to 14 years old) – representatives of various branches of the business.

The reliability of the research is ensured by the typicality of the participants.

The research was conducted in two stages.

1st stage. The identification of the personality of the innovation leader through the drawing of his portrait through personal traits and behaviour.

The method. The research is implemented using “qualitative methodology of the sociological research”. The main advantage of using this approach is to identify new meanings that affect the behaviour. Therefore, the method of focus groups was chosen in order to clarify the data on the interpretation of the concept of innovation leadership

in two different spheres of the governance – the public administration and the business environment – at the stage of the theoretical substantiation of some of the provisions of the author’s dissertation study.

The assessing of the external personal traits and behaviour allowed to obtain the following results:

All the groups of the respondents noted the importance of a pleasant appearance, the attractiveness of an innovative leader, the importance of this person being perceived as a strong person who creatively approaches

the tasks and processes in which he is located.

But the representatives of the state executive bodies stressed the need for a broad worldview, progressive views and a focus on the systemic self-development, while business representatives saw the established value system, the internal ethics code and high emotional intelligence as important for the business representatives (table 1).

As for behavioural characteristics, the ability to risk the practical implementation of all the new ideas seemed to be important for the representatives

Table 1

Portrait of the personal features of an innovative leader

Representatives of the state executive bodies	Business representatives
Pleasant on appearance	Pleasant appearance
Courageous	Strong
Persistent	Open
Strong	Creative
Manful	Purposeful
Charismatic	Attitude to risk
Erudite	
Wise	Formed value system
Educated	Internal ethics code
Has a wide worldview	Has a dream
Has broad progressive views	“Inconvenient for the team”
	Combines the “youth of the soul” with the professional experience
Focused on systematic self-development	
Organized	Professional
Has clear mission and vision (sees the way)	Constantly generates new ideas
Purposeful	Is able to adapt what works well
Specific	
Responsible	Is able to work with failure
	Is able to hold a shot
Think outside the box	Can listen
Strategist	
Creative	Knowledge of psychology
Other in looks	Emotional intelligence
Works non-standard	
Non-standard/non-template approaches/tools	
Do not stop there	
Desires change and embodies them	

of all the categories. For the representatives of the state executive bodies the characteristic “take responsibility for oneself” seemed necessary, while the business representatives consider the creation of value and a different view of the world as important (table 2).

Currently, the practice of transfer of the innovative business leaders in the public administration is common in the public administration in Ukraine. Therefore, the II stage of the research was related to the study of the competencies outside the system (transfer of the competencies, with the transfer of the business leaders to the state executive bodies). The participants have seen some factors that can lead to both success and the defeat of an innovative business leader in his transition to the public administration. Thus, the representatives of the state executive bodies noted that the resources in business and in the civil service are used for various purposes. In the business – to get the result, in the civil service – to be re-elected. Accordingly, for the leaders who are accustomed to focusing on the result may be difficult to reorient to more process work. The representatives of the state executive bodi-

es also noted that in the business the leader has more levers of influence than in the public administration, accordingly, he will have to learn to achieve the goals by a much smaller number of instruments.

The business representatives said that since business has more freedom and money, the motivation for the transition of a business leader to the state executive authorities may not be understood. They also noticed the risk of the lack of a “drive”, that, in fact, is the basis for innovation, due to the large bureaucratization of the civil service. According to the business leaders, the business representatives should hold higher positions in the government that give them greater freedom of action and promote innovation leadership.

Among the characteristics that **contribute** to the success of the business leaders in the public administration, the following were selected (see table 3).

Conversely, among the characteristics that may interfere with this success were named (see Table 4).

It is important to note that both the representatives of the state executive

Table 2

Portrait of the behavioural features of the innovation leader

Representatives of the state executive bodies	Business representatives
Leads Takes the responsibility Brings new ideas Inspires Risks Creates trust Realizes in practice Makes decisions	Tells about his failures Trying to improve and change something Not afraid to take risks Creates value Constantly self-evolving and learning Works with tools that nobody used before Looks at the world with a different look

Table 3

Characteristics that contribute to the success of the business leaders in the public administration

Representatives of the state executive bodies	Business representatives
A fresh look Result orientation Customer orientation Targeting efficiency. Experience in managing innovation A clear vision of goals and objectives Risk assessment and ability to predict	Intelligence Diplomacy Good communication Result orientation Customer orientation Ability to “sell” Ability to face challenges Ability to create commands Ability to manage people Ability to distinguish known for the market from the unknown Ability to assess risks

Table 4

Characteristics that hinder the success of the business leaders in the public administration

Representatives of the state executive bodies	Business representatives
<ul style="list-style-type: none"> - Failure to break the law - Important attention to the social aspect - Not everything can be estimated through economic effect 	<ul style="list-style-type: none"> - Another (slower) pace of work of the state executive authorities - Business procedures are simpler than the civil service procedures - Public service has more operational tasks than business - In the system of civil service a person can not work independently - It is difficult to create a team within the structure of the state executive bodies - The work of the state executive bodies depends on the political cycles

bodies and the business representatives have noted the presence of a mission in their organizations, but the key values of these categories are very different. The key values that are prevailing at the state service are to do more at a lower cost, to create a good working atmosphere and treat each other with respect, to seek new approaches to work. The business representatives highlighted honesty, a practical approach, aspiration for growth and learning.

It is known that the innovation corporate culture should be the reverse side of the personal innovation leadership. Here we also see the difference: in the bodies of the state executive power the corporate culture is characterized as authoritarian-democratic, and in business — as a democratic one.

Among the competencies of the innovation leader are called the following:

- change management;
- human management;
- orientation to the result;
- business capability/grip.

Ranking the need for competencies of the innovation leadership these two categories of managers showed the following:

This ranking showed the greatest similarity between the representatives of the both groups. We see that the representatives of both the state executive authorities and the business have identified the most important competence in managing change and the second in terms of meaning – human management (table 5).

The leadership is a phenomenon that requires constant work with one’s own personality. So, the next question we tried to determine, what exactly can become the factors of motivation for the further development of the in-

novative leadership. As we see, the representatives of the state executive bodies unanimously called the only motivational factor, while the business representatives have a whole range of them (table 6).

As we anticipate the need to introduce innovative leadership development mechanisms in the public administration, it was also very important to find out which topics are considered necessary for this development by the representatives of the both categories. (see table 7).

Conclusions.

The conducted study allowed to obtain the following results:

1. The innovative leader is always creative. He is charismatic. He has a high emotional intelligence. He is not afraid to do something in a new way. He is always respected. He is demanding.

Table 5

Vision of the need for competencies of the innovation leadership

Representatives of the state executive bodies	Business representatives
<ul style="list-style-type: none"> • First position in ranking — the most important — change management • Second position — the human management • Third position — the business capability/grip • Fourth position — focus on the result 	<ul style="list-style-type: none"> • First position in ranking — the most important — change management • Second position — the human management • Third position — focus on the result • Fourth position — the business capability/grip

Table 6

Factors of motivation for the further development of the innovation leadership

Representatives of the state executive bodies	Business representatives
- Desire to change the current situation, but has lack of knowledge	1. Understanding that all the changes begin with oneself. Further: - Readiness to share their own experiences - Desire to change the situation that is - Desire to move on - Availability of the necessary qualities for such learning

Priorities of the development of the innovative leadership in the public administration

Representatives of the state executive bodies	Business representatives
<ul style="list-style-type: none"> - Strategic vision, strategic management - Use of modern human and process management technologies - Skills of creative thinking 	<ul style="list-style-type: none"> - Change management - Innovation and innovativeness as a phenomenon and its political revelations - Psychology of the team

2. The need for innovation leadership development was recognized as one of the key competencies for executives both in the state executive bodies and in the business.

3. The transfer of the innovative business leaders to the bodies of higher executive power can be very successful, subject to certain requirements.

4. The focus group participants had the hardest (more complicated) explanation of the following points related to:

- the difference in the concepts of “leader” and “innovative leader”, often these concepts were identified, since the notion of the “leader” for many participants already included the concept of “innovativeness”;
- the motivation for the transition of the business leaders to the state executive bodies – it has not always been clear to the representatives of the both groups.

Main results of the research:

Most participants in the research understand that the development of the innovation leadership is a necessary component for further career growth both in the bodies of higher executive power and in the business environment.

Almost all can also name personality features and behavioural patterns

that contribute to success in the development of the innovative leadership.

More difficult was the question of what exactly the innovative leader differs from the leader.

A certain proportion of the respondents hesitated among the options that an innovative leader is a leader who is constantly generating new ideas and new ways to solve complex situations, while the other part considered the innovative leadership successful implementation of these decisions and ideas in practice as their own leader and the ability of an innovative leader to inspire on this team.

Despite the fact that all the participants of the discussion agreed that the transfer of the business leaders to the higher executive bodies could be very successful, some of them expressed doubts about their ability to work in the higher executive bodies for a long time due to the difference in the system values and peculiarities of the organizational culture in the business and in the civil service. Such respondents noted that the increased bureaucracy in the higher executive bodies does not promote flexibility and result orientation, which are the main requirements for the leaders in the business environment. But some respondents do not exclude that the business leaders can be successful in higher positions where

they will have more freedom and authority for them, and in terms of understanding their political cycles in the country.

The conducted research allows to highlight the features of the innovative leadership as a form of professional evolution in the public administration through the definition and analysis of the behavioural and personal components, as well as to establish regularities to the formation of the innovative leadership in the field of the public administration and in the business environment.

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